

A CASE AGAINST THE
EAST-WEST EXPRESSWAY EXTENSION:
A PEOPLE'S ALLIANCE POSITION PAPER

Durham Chapter, People's Alliance

P.O. Box 3053

Durham, N.C. 27705

TABLE OF CONTENTS

I. Introduction.....	1
II. We've Been Here Before: The History of the East-West Expressway.....	2
III. An Interstate Through Durham: Our Own I-40	
A. The Interstate.....	7
B. Suburbanization vs. Urban Viability.....	9
C. Caution: The East-West Expressway May Be Hazardous to Your Health.....	11
IV. The Crest Street Community.....	16
V. Relocating as a Community: Why Not?.....	19
VI. Energy and Highways: Looking Ahead.....	23
VII. The East-West Expressway: Who Wants it and Why?.....	25
VIII. Alternatives.....	30
IX. Conclusion.....	32
X. Appendices.....	40
A. Traffic Projections	
B. U.S. DOT News, February 8, 1978	
C. Letter from Terry Sanford to Mayor Wade Cavin, March 21, 1977	
D. N.C. DOT memorandum of November 5, 1975	
E. <u>Durham Morning Herald</u> article of January 31, 1978	
F. <u>Resolution</u> by Duke University Board of Trustees, May 5, 1978	
G. "Where Will the Family Live?", <u>Newsweek</u> , May 15, 1978.	

I. Introduction

Durham today faces a crucial community decision which will greatly affect the kind of city we are to become in the next several decades: shall the Durham City Council approve the extension of the East-West expressway from Erwin Road to U.S. Route 15-501? After several months of study, the members of the People's Alliance have concluded that the expressway extension should be rejected.

In this position paper we detail the harmful effects of the proposed East-West expressway extension. We argue that, in the light of Durham's traffic needs and national energy and transportation developments, the proposed extension is unwarranted. We present an alternative plan for traffic accommodation in West Durham and suggest that the city engage in a community-wide effort to develop other transportation alternatives.

The People's Alliance members who prepared this paper want Durham to be a city that values and nourishes safe, supportive neighborhoods. We want a city with a clean environment. We want a city that is a genuine living community and not merely an interstate truck freeway or an employment center for suburbanites, populated only by those too old or too poor to leave. We believe Durham can be a living city; it is in this spirit that we present this position paper to the Durham City Council with an expression of faith that our elected officials will choose to stop the proposed East-West expressway extension.

I. WE'VE BEEN HERE BEFORE: THE HISTORY OF THE EAST-WEST EXPRESSWAY


Some North Carolina Department of Transportation (DOT) officials note that the progenitor of the East-West expressway plan was actually proposed as early as the late 1920's; but in the mid-1950's highway boom the Memphis consulting firm of Harland Bartholomew was hired by the city to project Durham's future traffic needs, and their work recommended the completion of the East-West expressway and the South-Side By-Pass. Thus the present East-West expressway plans were born and the dream of a 1920's highway official came a step closer to realization. In 1957, then Mayor Evans stressed the East-West expressway and South-Side By-Pass as Durham's major highway needs. Three years later the State Highway Commission presented the original overall plan for the East-West expressway, and this plan, which gained state approval in 1960, has been the working draft ever since.

There was little, if any, organized opposition to the construction of the first leg of the expressway. An understanding of the mood of the times (the early- and mid-sixties) clarifies why this was the case. With vast amounts of federal money available both through the Federal Highway Trust Fund and Urban Renewal, Durham was eager to upgrade its image and to attract its share of industrial and economic growth. A common belief of the time was that highway construction had an unqualified beneficial effect on the economy of the city in which it was located, and at almost no cost to the locality due to federal funding. The longer range economic effects on cities, and the hidden costs to the residents of these cities were not understood.

In Durham, newspaper editorials strongly endorsed the East-West expressway, describing how it would "open Durham's midsection to new development avenues so vital to progress and prosperity." (Durham Morning Herald, August 23, 1967). Highways were thought to be synonymous with progress and economic growth. The revitalization of downtown was beginning, and the expressway, it was assumed, would aid the process by providing quick access and attracting development downtown.

Black leaders also appeared to be caught up in this feverish pursuit of "progress" and seemed largely to accept the expressway itself as desirable. No protest was mounted against the first leg of the expressway, even though it would destroy a low-income black neighborhood. It would also cut the previous business center of "Negro Durham" off from the rest of the black community, forcing many black businesses to relocate and eliminating any possibility that this once-thriving economic and cultural area could be restored. Vocal opposition from leaders in the black community was reserved for the relocation practices which later accompanied the expressway and urban renewal projects.

In April 1966, the Public Works Committee of the City Council made \$650,000 available to the Redevelopment Commission for acquisition of property in the expressway right-of-way. Bids for demolition were let in October of that year. Ben Perry, Executive Director of the Redevelopment Commission, commented, "It will take an all-out effort to make people understand they've got to move to make way for the expressway." He added, "When people are offered decent, safe, sanitary housing as the laws provide, they're just



Digitized by the Internet Archive
in 2017 with funding from
Duke University Libraries

<https://archive.org/details/caseagainsteastw00peop>

going to have to take it." (Durham Morning Herald, September 22, 1966).

Hayti residents were not just taking it, however, and many expressed their opposition to moving into public housing. The Redevelopment Commission, however, invoked its eviction powers in October 1966 in cases where people refused the housing offered to them. This brought more protests. Two hearings were held in October in the area where people were being forced to relocate. Little gain in cooperation was reported in the Hayti area.

Along with the destruction of Hayti came the construction of Durham's federal housing projects, and indeed the two events are interdependent. In April 1966, federal officers delayed consideration of urban renewal funding projects adjacent to the expressway until the Umstead and Cornwallis housing projects were completed for relocation purposes. In March 1967, the opening of 83 units in the Umstead and Cornwallis projects left only ten families still in the expressway right-of-way. The preference of many Hayti residents for their old neighborhood contrasted with the opinions of redevelopment officials. Redevelopment Commission director Ben Perry noted, "It looks as if they'd be happy to leave, knowing that a modern housing development will take its place and give them a better chance to upgrade their living standards." (Durham Morning Herald, March 7, 1966).

In fact, not all Hayti residents were relocated to public housing. Many families were moved to existing housing which was below standards. In the spring of 1967, the United Organization for Community Improvement (UOCI) began to fight relocation injustices. The UOCI protested that the Commission-provided houses were "dumps." Ann Atwater, from

UOCI, repeatedly charged in the face of Commission denials that people were being moved into substandard housing and presented lists of people who had received no assistance from the Commission in relocating (Durham Morning Herald, April 2 and 4, 1967).

At this time yet another housing proejct, the Bacon Street Housing Proejct, was proposed by the Westminster Company of Greensboro to be located near the Umstead project. As a turn-key project it would be built by the private company and then sold to the city. The project was opposed by a united black leadership, including H.M. Michaux and Ann Atwater, who called it a plan to "ghettoize Durham's blacks." (Durham Morning Herald, December 6, 1967). Simultaneously, 75 black people gathered for a presentation to the City Council calling for the removal of the head of the Housing Authority. They complained of undue and unexplained rent hikes and sudden evictions from public housing with no means of recourse (Durham Morning Herald December 7, 1967).

The lack of public debate and input from affected citizens during the planning of the East-West expressway was not duplicated in the case of another proposed expressway, the "South-Side By-Pass." This road was also part of the overall plan developed by the Harland Bartholomew traffic consulting firm, and was planned to stretch from Research Triangle Park to the four-lane divided highway (Route 54) coming out of Chapel Hill. The Proposed South-Side By-Pass would destroy a sizable chunk of Hope Valley homes in the process. A group from Hope Valley formed in 1966-67 as "The Committee for an Alternative Thoroughfare Plan." They hired a lawyer, drafted a petition, and became very vocal at City Council meetings. One of

their major arguments, in their opposition to the South-Side By-Pass, was that its construction would cause a sizable loss of tax revenues due to the elimination of "valuable residential housing." (Durham Morning Herald, March 3 and 6, 1967). This protest came at a time when the Redevelopment Commission was swamped trying to move people from the East-West expressway right-of-way. A year later, the Hope Valley committee urged the City Council to drop the South-Side By-Pass from the master road plan before it was officially adopted. Although the City Council authorized the Durham Thoroughfare Plan as drawn by Bartholomew, it conceded that it would not be necessary to stick with the specific route of the South-Side By-Pass. At present, the proposal to build an expressway through Hope Valley is dormant.

The second section of the East-West expressway came several years after the destruction of Hayti. Constructed completely with state funds, it moved 0.8 miles from Chapel Hill Street to the present Erwin Road terminus. Again there was opposition; this time primarily from environmental and student groups who opposed the construction unsuccessfully in court, primarily on environmental grounds. Community councils representing low-income whites who were to be displaced by this leg of the expressway also opposed the project. As this paper documents below, Duke University's governing officials themselves had grave doubts about the East-West expressway at this time, but chose to stifle their opposition because they feared straining relations with the City Council which was then (1972) in favor of completing the expressway.

III. AN INTERSTATE THROUGH DURHAM: OUR OWN I-40

A. The Interstate

A threat to the very lifeblood of Durham is present in the extension of the East-West expressway to 15-501, a threat that was not present with earlier legs of the expressway. This next leg will effectively produce an interstate highway cutting through the heart of our city.

Support for the proposed expressway by elected city and county officials in the past, as well as by Duke University, has hinged on this highway's use as a local thoroughfare. In fact, however, the proposed expressway will become de facto I-40 for two reasons:

1. The expressway terminus at 15-501 Bypass requires connectors to major suburban arteries west of the Bypass, i.e., Hillsborough Road and Cole Mill Road. However, Hillsborough Road, in addition to serving suburban traffic, also provides an eastbound exit (#173) for "West Durham" and "Hospitals" from I-85 traffic from Greensboro, Winston-Salem, etc. Richard Smith of the state DOT acknowledged this fact when questioned at the Crest Street public hearing in January 1978. He noted that there was no way to prevent intercity auto and truck traffic from using the proposed expressway as an interstate route to Raleigh and eastern North Carolina. His only defense of the "local" definition of this proposed expressway was that no "Raleigh" signs would be posted at the I-85 exits which would lead to the East-West expressway.

2. Orange County residents, led by attorney B. E. Olive, have demonstrated organized opposition to the State Board of Transportation's selection of Orange County as the new I-40 (Alternative 1-B).

Olive and others have promised one or more lawsuits, beginning in 1978, against the State Board. As long as the I-B alternative is in litigation, the supposedly local East-West expressway will be by far the fastest route to Raleigh. The absence of a "Raleigh" exit sign will not keep knowledgeable drivers off the road. Inter-city tractor-trailor drivers will assuredly be best informed. Consequently, it is unrealistic to assume, as the 1972 Environmental Impact Statement did, that tractor-trailor traffic will constitute just 8% of the total daily average traffic. Truck projections will have to be raised to account for the de facto I-40 traffic.

Could de facto I-40 become the I-40? It definitely could. First, if Orange County litigation stalls the I-B alternative and the East-West expressway is built, the State Board of Transportation could tire of the controversy and transform the East-West expressway into I-40. After all, the expressway was at one time a possible alternative for I-40 (Alternative 3 in the 1972 E.I.S.). A second, related point is that national energy crisis may lead the federal government to phase out the subsidies of expressway construction, currently at 70-90% (See Appendix B). In that event, given Orange County's expected continuing opposition to I-B, the State Board of Transportation might prefer some I-40 to no I-40, and thus could use remaining federal dollars to turn the expressway into an interstate. Even if the expressway is not formally reconstituted as I-40, interstate traffic will overwhelmingly use the East-West expressway if the Orange County route is never built. It seems that Durham's expressway supporters are staking their position on the risky proposition that I-40 will definitely go through Orange County, when in fact no one can be sure of that.

B. Suburbanization vs. Urban Viability

What would be the consequences of the East-West expressway for metropolitan growth? One point is well-accepted by urban planners: expressways build suburbs and weaken cities. This holds true for Southern and non-Southern metropolitan areas, for Atlanta as well as New York City. If the Durham City Council supports the proposed East-West expressway, they would pave the way for a declining population in the existing city limits, because suburbanization occurs when people can drive quickly from city workplace to suburban home. Persons working in Durham would find new homes and apartments outside the city, with easy access to the proposed East-West expressway. Immediate consequences for the city of Durham would be a stagnating tax base, as real and personal property taxes were paid at best to Durham County and at worst to Orange County.

Even if the city could annex, the cost of delivering police, fire, street, water, and sanitation services would add a strain to the city's already limited budget. Building the East-West expressway in effect contradicts the recent efforts by the City Council and citizens to renovate downtown and near-downtown for residential use. Whatever the future of downtown as a retail and cultural center, its prospects at a minimum are not improved by population growth on the periphery. Renovation of downtown is dependent upon the relative desirability of economic growth in those areas with long-established municipal services.

Additional consequences of East-West expressway construction would be further moves by commercial and industrial business to the areas outside the city. Commercial development would meet the needs of the new suburbanites; industrialists would see no need to be in

the relatively old city compared to the suburbs. The absence of new commerce and industry would mean further stagnation in Durham's tax base. Chamber of Commerce spokesman Jim Camp recently noted that the city of Durham is already having trouble attracting new industry (Durham Morning Herald, May 21, 1978). Building the expressway would aggravate Durham's existing budgetary problems.

Further, the shift of commerce and industry toward the suburbs would mean that city of Durham residents would either have to commute longer distances out of the city, or they would feel "pulled" by the job market into seeking a suburban residence. The first consequence is energy-inefficient; the second reduces demand for in-city housing and thus property values and the tax base decline. For those citizens who cannot find affordable housing in the suburbs and who lack access to a private automobile, the growth of commercial and industrial jobs in the suburbs may be a hardship, especially if public transit is not easily available. Low-income black and white people who want to work may lack transportation to a potential workplace. This could mean less aggregate income and more unemployment for the city of Durham.

C. Caution: The East-West Expressway May Be Hazardous to Your Health

A second expressway with intercity traffic in Durham may also mean more air and noise pollution. Many of Durham's existing neighborhoods, especially those along the proposed route, will be perceived as less desirable places to live, and those who can afford to will gradually move out of the city toward the suburbs. This means declining property values in these relatively old neighborhoods, which means a declining tax base.

Beyond the immediate danger to these neighborhoods, however, the proposed construction of the East-West expressway may result in a worsening of Durham's air quality, which is already unacceptably poor. In January 1978, the Environmental Protection Agency (EPA) cited Durham for failing to meet the air quality standards for carbon monoxide and photochemical oxidants, two pollutants associated primarily with automobiles (See Appendix E). Durham's non-attainment status has special implications with regard to public health and economic development and means that the potential impact of the East-West expressway on air quality is a critical issue. The burden of proof is clearly on the expressway proponents to demonstrate that the construction of the freeway will not further aggravate Durham's air pollution problems.

Health Effects. The air quality standards are set at levels which have been found necessary to protect public health. These standards are currently being violated in Durham.

Measurements made between downtown Durham and the present East-West expressway (S. Mangum Street) show that carbon monoxide levels exceeded the 8-hour standard 17 times in the past three years. The highest 8-hour average was 25 milligrams per cubic

meter, more than twice the level of the standard (10 mg per cubic meter). The health effects associated with these unacceptable levels of carbon monoxide are summarized in the following paragraph from the Federal Air Quality Criteria Document for Carbon Monoxide:

An exposure of 8 or more hours to a carbon monoxide concentration of 12 to 17 mg/m³ (10 to 15 ppm) will produce a blood carboxyhemoglobin level of 2.0 to 2.5 percent in nonsmokers. This level of blood carboxyhemoglobin has been associated with adverse health effects as manifested by impaired time interval discrimination. Evidence also indicates that an exposure of 8 or more hours to a CO concentration of 35 mg/m³ (30 ppm) will produce blood carboxyhemoglobin levels of about 5 percent in nonsmokers. Adverse health effects as manifested by impaired performance on certain other psychomotor tests have been associated with this blood carboxyhemoglobin level, and above this level there is evidence of physiologic stress in patients with heart disease.

Other symptoms of CO (carbon monoxide) toxicity are tiredness, headaches, dizziness and impaired judgement.

In addition to carbon monoxide we must also consider the effects of photochemical oxidants. Photochemical oxidants are formed when hydrocarbons and oxides of nitrogen (emitted largely by motor vehicles) react chemically in the presence of sunlight. The most important constituent of photochemical air pollution is ozone. During summer days ozone levels measured in Durham frequently exceed the federal air quality standard of .08 ppm (parts per million) for a one-hour average. For example in 1976, the number of hours in violation of the standard was 114. The health effects of photochemical oxidants include respiratory

distress, eye irritation, tiredness and reduced athletic performance.

It should be emphasized that the effects of these pollutants are most serious for certain sensitive portions of the population including asthmatics, the aged, and patients with chronic respiratory and heart disease. The effects of oxidants are aggravated by physical exercise.

Cars also emit particulate matter - solid particles of liquid droplets which are suspended or carried in the air. Lead is a major emission and its toxic nature has been recognized since antiquity. It is particularly dangerous to a child's development and we should all be aware that nationwide screening programs have found unacceptable levels of lead in children from all walks of life, not just ghetto boys and girls in dilapidated lead-painted houses. Polycyclic organic matter (POM) is another particulate emitted by the auto and is a major suspected carcinogen (cancer causing agent) in urban air.

Particularly important to consider is the area in which the expressway is to be built. Three major hospitals and three convalescent homes are located within a half-mile of the freeway route. It is well known that the portion of the population most vulnerable to the effects of air pollution are the chronically ill and senior citizens. Thus we must raise serious questions concerning the wisdom of turning Durham's major health area into a major traffic corridor. In this regard, noise pollution as well as air pollution must be considered. For example, hospital officials have raised questions concerning the impact of noise from large trucks and freight vehicles. As the expressway becomes the

shortcut between Raleigh and points west the noise from these trucks would be disturbing to patients throughout the day and night. Citizens of Durham are already subjected to the continual din of the traffic on I-85. With the construction of the East-West expressway many citizens will be sandwiched between two major noisy highways.

Economic Implications. Because Durham is a non-attainment area, the Clean Air Act requires the State and Durham County to submit a plan to the EPA outlining what steps will be taken to assure that carbon monoxide and photochemical oxidant levels are reduced to acceptable levels. Until attainment is achieved plants that contribute to carbon monoxide and oxidant concentrations could locate in Durham only if there were a local reduction corresponding to the amount the plant would produce. In other words, companies may think twice about locating certain kinds of plants in Durham.

A second economic implication is the devastating effect that ozone at levels above the standard has on agricultural crops. Tobacco is especially susceptible to ozone. The ozone generated by urban emissions is known to spread into rural regions downwind of cities.

The Expressway. Clearly it is essential for Durham's public health and economic well-being to see that the air quality standards for carbon monoxide and photochemical oxidants are attained and maintained. Citizens must be assured that all projects undertaken are consistent with these goals. Questions relating to transportation including the proposed expressway are of critical impor-

tance since automobiles are the most important sources of carbon monoxide and of the hydrocarbons and nitrogen oxides that result in photochemical oxidant formation.

While freeways may initially facilitate traffic flow they inevitably wind up increasing auto use, and cause the demise of mass transit. The result is ultimately greater congestion and a transport system that is increasingly unbalanced toward private automobiles. Public transportation which is low in pollution and energy-efficient does not stand a chance.

IV. The Crest Street Community

In addition to the new danger of an interstate through Durham, the East-West expressway would bring a repeat of the sordid destruction of Hayti wrought this time on the stable black community of Crest Street. The Crest Street community, unlike the residents of Hayti a decade earlier, is strongly organized in solid opposition to the expressway. The residents are ably making their own case known, and it is our purpose here to offer only a summary description of the Crest Street community and our case for its survival.

Crest Street residents live primarily in detached, one-story houses or duplex units. The neighborhood contains much open space, large gardens, a park, a store, a cafe, a clubhouse, and the New Bethel Baptist Church, the religious and social hub of the community. Located conveniently near major sources of employment, the Crest Street residents have for decades found steady, if low-paying, jobs at Duke University, the Veterans Administration hospital, Burlington Industries, and businesses on Broad and 9th streets.

A recent survey by Dr. Elizabeth Friedman of Duke University's Center for the Study of the Family and the State reveals the following:

1. The average length of time for a family living in the community is 36.5 years with 30% of the families having lived there over 50 years.
2. Tenants have lived in their current dwelling an average of 10.1 years.
3. Homeowners averaged 32.5 years of residency in their current home. While only 16-22% of the residents own their homes, the above figures on length of residence reveal the deep stable roots

in the community of the tenants and homeowners alike.

4. Sixty-five percent of the residents have relatives living in other households in the community; and

Thirty-eight percent of the residents have 10 or more relatives living elsewhere in the community.

5. Forty-five percent of the residents have had three or more generations of their family living in Crest Street.

6. The average household in Crest Street community is 2.5 persons as compared with the national average of 2.86 persons.

7. While only one-half of the family households in the nation have children eighteen or under residing there, 64% of the family households in Crest Street have children eighteen or under at home. It seems clear that despite the large number (16%) of elderly residents, Crest Street continues to renew itself.

8. The average length of employment for the currently employed Crest Street worker is 8 years and over half of those employed have been working at their present jobs 5 years or more.

9. At least 40% of the households are under the national poverty level.

10. Thirty-four percent of the community's workers work at Duke University, the VA hospital, or Burlington Industries.

11. Forty-four percent of the workers are employed within a mile of Crest Street.

12. Fifty-four percent of the households do not own automobiles.

13. Ninety percent of the community say Crest Street is a safe place to live.

In short, Crest Street community is an unusually strong, well-established community with extensive family ties, convenient,

steady employment, and a vibrant neighborhood spirit. The economic stability offered by nearby employment and available garden space to supplement income has allowed the Crest Street residents to create a stable family environment. This cycle has continued in a self-perpetuating fashion.

Despite the obvious strength of the Crest Street community and its real virtues as a place to live for old and young alike, the East-West expressway extension threatens to destroy the community, razing 134 houses in the East-West expressway right-of-way and leaving the other 60 dwellings surrounded closely by a superhighway and busy urban thoroughfares. Yet another black community is to be bulldozed in Durham for the sake of a highway unless the City Council takes action to the contrary.

V. Relocating as a Community: Why Not?

In recognition of the community strength of Crest Street and the tragedy of dissipating such a cohesive neighborhood, the City Council has authorized and received the preliminary studies of the possibility of moving dislocated Crest Street residents en masse to a nearby location should the East-West expressway extension be completed. While the Council's actions in this regard indicate an admirable desire to leave the Crest Street community intact, the plan is doomed for the following reasons:

1. The kind of healthy, self-perpetuating community equilibrium which Crest Street possesses is not easily duplicated and in fact depends upon a delicate balance of lifestyles and work gradually and often unconsciously developed over decades. Even if the community could be relocated in an adjacent area in single unit, detached housing as the city planners envision, the fragile blend of forces which makes for genuine community vitality will probably not be transmitted from one spot to another along with the housing units. The Planning Division's relocation scenario calls for the currently isolated community to be much closer to the noise and bustle of Erwin Road. The small land area of the relocation site would result in major increase in density from about four units per acre to about seven units per acre. This would effectively eliminate the open space and garden space important to Crest Street's survival. The result would be uprooted people living in the more crowded buildings of a federal housing project sandwiched between the roar and dirt of the East-West expressway and Erwin Road.

If only those Crest Street residents inside the right-of-way are relocated, one can merely speculate on the extreme difficulty of forging community bonds between the unmoved families and the residents of the new housing project.

2. Even this less than desirable solution outlined above is unlikely to occur because of the enormous cost of relocation. The City Planning Division estimates the cost for property acquisitions, appraisals, relocation expenses, demolition, public improvements, legal expenses, and administration to be from \$1.28 to \$1.77 million. The Division has not included a housing cost estimate in its staff report, but \$25,000 per unit of detached housing would be a conservative cost estimate. Thus relocation of the 134 Crest Street community houses now in the East-West expressway right-of-way would cost at least \$3,425,000 for housing construction alone; and the proposed relocation of the entire community would entail a housing construction expenditure of at least \$4,850,000. The total relocation bill would then run from \$4,705,000 to upwards of \$6,620,000. If the city decided to use federal Community Development funds for carrying out project, almost all federal money for the improvement of the lives of Durham's low-income citizens, senior citizens, and neighborhoods would be poured into the Crest Street relocation for a number of years. The success of the Crest Street project would at best be highly dubious, but the neglect of Durham's other enormous neighborhood needs would be definite and devastating.

3. There is currently no available federal program which provides enough funding to enable Crest Street renters to become homeowners. Thus any replacement housing for the relocated Crest Street



population would have to be federally subsidized rental housing. Once a federal housing project is constructed the children of relocated residents would not retain priority for establishing their own homes in that project at a later date. Their housing requests would start them at the end of a long line of others wanting public housing in Durham according to federal regulations. In Durham there are now 1000 applicants on the waiting list for conventional public housing and 500 applicants for leased housing. The last vestiges of the Crest Street community with its generations of stability and self-renewal would be wiped out.

Another problem with the federal regulations for conventional public housing is that all residents are subject to an income ceiling. Thus those Crest Street families with incomes above the ceiling would be forcefully separated from their community and other families would have to choose between their desire for economic betterment and their desire for close community ties. Likewise many current homeowners in Crest Street would be forced to choose between homeownership away from their community and life in a high-density housing project.

A major objection to the leased housing arrangement is that HUD programs such as this one are notoriously short-lived. Financial dependence on such a program would be extremely unwise.

The outlook for the proposed relocation plan is thus extremely bleak. The new Crest Street housing project, beset by the problems outlined above, would quickly exhibit that rootlessness endemic to public housing projects which would inexorably determine the quality of life in and around the projects. The effects on the residents of the public housing and the surrounding housing needs no documentation here.

In short, the commendable initiative by the City Council of seeking group relocation should the East-West expressway be built is a dead end. Its cost to the city is prohibitive and the effects of such relocation could only be negative. The only way to save Crest Street is to save it where it is now. For years the impending expressway construction has kept private and public money out of the community, yet still the people thrive. One can only wonder at the potential for community life in Crest Street without the ever-present threat of the expressway lurking just around the corner.

VI. ENERGY AND HIGHWAYS: LOOKING AHEAD

On February 8, 1978, U.S. Secretary of Transportation Brock Adams gave a major address on American energy policy to the National Press Club in Washington (See Appendix B). He jumped right into the heart of the energy problem, noting that the U.S. had a \$26 billion balance of payments deficit due to our \$44 billion worth of foreign oil imports last year. He stated "I think the American people know where that oil is going. It's going into the gasoline tank of their cars and through the pipe and out the rear end" (See Appendix B).

There can be no doubt about this. Twenty-five percent of the total U.S. energy budget goes to transportation; 84% of this is automobile travel and 25% of our transportation oil consumption is for cars carrying one person. The U.S. has 133 million motor vehicles, half the number in the entire world. We have 3.8 million miles of highways (The End of the Road, National Wildlife Federation and Environmental Action Foundation, Inc., Washington, 1977, Chapter 1). The average car uses 877 gallons of gas per year and travels 10,000 miles per year. Of the total American freight bill of \$138.3 billion in 1974, truck transport accounted for 77% or \$107.7 billion.

With the use of the automobile, rail passenger miles have slipped from 47 billion in 1920 to 9.5 billion in 1975 (Chapter 2, The End of the Road). The highways have also brought devastation to many neighborhoods since the inception of the interstate system in the mid-1950's. Between 1956 and 1967 there were more houses destroyed by highway construction in our cities than were built



by housing programs.

At the mercy of imported fuel, our government is finally recognizing the necessity of a new national transportation policy which will, as Brock Adams said, "create some alternatives to the automobile" (See Appendix B). President Carter's goal is for the nation to reduce gasoline consumption by 12 billion gallons a year by 1985, 7 years from today. Adams noted several decisions by his department which stopped highway construction in favor of mass transit alternatives throughout America in the last two years, and he promised more such actions in the near future. In short, the day of unlimited federal spending for highways is over. If the federal government should fund the East-West expressway but refuses to fund I-40 a year or more later, Durham's East-West expressway would definitely be a de facto I-40.

There are further ramifications of the emerging national energy policy. With the Middle East in turmoil, with the world's supply of oil diminishing, with the federal government more likely to impose tighter fuel regulations, the long-range need for highways in this country and in Durham becomes less. In fact, there is a crying need for progressive municipalities to turn to alternative transportation modes which will receive increased federal financial backing as time moves on. The United States and Durham are at a crossroads.

VII. THE EAST-WEST EXPRESSWAY: WHO WANTS IT AND WHY?

If the East-West expressway is as destructive as we have shown above, who favors the construction of the expressway and why do they want it?

The first answer is an easy one. The N.C. DOT favors the construction of the East-West expressway, for the people at DOT are in the business of building highways. Highways are their domain, their expertise, even their livelihood. The DOT personnel are a powerful, constant lobby for any expressway, and the East-West expressway is no exception. For the East-West expressway to be built, however, DOT support will not suffice, despite their power. Who in Durham favors the East-West expressway extension?

As the section on the East-West expressway's history above illustrates, the blind impetus of economic "progress" based on the needs and desires of the downtown business community has long been a driving force behind East-West expressway construction. Over the years, the Durham Chamber of Commerce has been on record in favor of the East-West expressway. The Chamber of Commerce reaffirmed its pro-expressway stance on June 1, 1978 (Durham Morning Herald, June 2, 1978).

However, the spokesperson for the Durham Chamber of Commerce on highway transportation concerns, Mr. Tom White, indicated recently that the East-West expressway is not a high priority for the Chamber at this time. He further stated emphatically that the possibility of the East-West expressway bringing interstate traffic through Durham is anathema to the business community. The business community does not want traffic "using" Durham without bringing any returns to the city (interview with Tom White, April 1978).

In recent years support for the East-West expressway has shifted from the downtown business nexus to the large employers in West Durham. Burlington Industries, however, West Durham's second largest employer with a plant at Main and Pettigrew Streets, will not be greatly affected by the East-West expressway if it is constructed, according to a company spokesman (telephone conversation with Ron Johnson, April 1978). Burlington representatives have not appeared to support or oppose the extension at public forums, and the DOT files contain little data on DOT-Burlington contact. Anticipating some highway development along the proposed route, Burlington has torn down some dwellings it owned within the proposed right-of-way. Burlington's voice is not being raised to call for the extension, however.

The largest employers in Durham, the Duke University-VA hospital complex, are also located in West Durham. Their long relationship to the East-West expressway extension bears careful examination.

Duke University and the East-West Expressway. Although Duke's position on the East-West expressway extension has been marked by indecision for the past ten years, Duke has now taken a stand in favor of the expressway with the hope that it will relieve traffic congestion surrounding the hospital complex. On May 5, 1978, the Duke University trustees passed a resolution stating that "Duke University does not oppose the extension of the Durham East-West Expressway." In the resolution the trustees took care to state Duke's concern for the Crest Street community and to deny its own "right" or "responsibility" to make the East-West expressway decision (See Appendix F). Despite this disclaimer - and despite a considerable division of opinion on the Duke campus regarding

the highway issue - the official stance of the university is now one of support for the East-West expressway.

Although Duke has been a decade coming to this position, the University's involvement with the East-West expressway has been intimate for years. Wary of the encroachment of a superhighway on the university and hospital grounds, but cognizant of powerful DOT and City Council support for the project, Duke took the path of least resistance early and began to work closely with DOT planners. For the past ten years DOT has been extremely solicitous of Duke in sharp contrast to its total neglect, until very recently, of the residents within the East-West expressway right-of-way.

Despite this cooperation with the city and DOT on East-West expressway details, the university trustees and administration expressed grave doubts about the East-West expressway as recently as the early and middle 1970's. In December 1971 the Duke trustees voted to request a full E.I.S. of the highway from DOT.

Later, confronted with the fait accompli of the East-West expressway extension to Erwin Road and unalterably opposed to the extension of the East-West expressway to I-85, the university hired Wilbur Smith and Associates of Columbia, S.C. to make a private study of the East-West expressway's effects on the university. By the time of the consultant's report on July 15, 1974, the hospital's expansion and parking deck plans were well under way. The consultant's report recognized this reality and called for extension of the East-West expressway to 15-501 as the best alternative for the traffic flow into and around Duke.

Over a year later (October 20, 1975), Duke architect James Ward wrote of a meeting with the DOT: "I would state where we, the

university, are objecting to the extension of the Freeway beyond its present terminus..." (See Appendix D). At this late date - despite plans for the new parking deck and hospital expansion and despite the private consultant's report - Duke still opposed the East-West expressway extension. It was not until Duke President Terry Sanford's March 1977 letter to Mayor Wade Cavin that the university's weight was thrown completely behind the East-West expressway extension to 15-501. Sanford wrote: "We support without reservation the completion of the East-West Durham Throughway from its present terminal point at Erwin Road to its junction with 15-501 bypass." (See Appendix C).

This is indeed a complex pattern. There are, however, some constant threads stitching the whole together. The first is Duke's role as generator of enormous traffic loads both locally and regionally. The fact that Duke has located its 1500-space parking deck where it has creates an instant demand for more traffic and thus more congestion along Erwin Road. The second thread is Duke's continuous opposition to any highway that would effectively be an interstate (Chronicle, November 14, 1972; Sanford's letter). The third thread is the university's long period of doubt about and potential opposition to the East-West expressway which was squelched due to city and DOT demand for the completion of the expressway.

Today the Duke Hospital North, the new parking deck, and the congestion on Erwin Road and Hillsborough Road are facts. After years of vaguely unhappy acceptance of the East-West expressway as a political reality, Duke now has genuine traffic needs which the university hopes the expressway can meet without becoming an

interstate highway.

We have shown above the probability of the East-West expressway extended to 15-501 becoming a true interstate highway through Durham, and we will now propose a practical way to meet Duke's traffic needs without the East-West expressway extension. If Duke's needs can be met the only major supporter of the expressway besides DOT will be satisfied, and West Durham will have the traffic relief it needs.

VIII. ALTERNATIVES

In a time when it has become increasingly necessary to conserve energy, Durham must look to alternatives other than new highways to solve its transportation problems. The most effective solution to the currently planned segment of the East-West expressway would be a combination of different systems which have all been successfully used in other American cities. Widening existing streets, carpooling, van pooling, preferential bus lanes, and park and ride facilities are all easily within Durham's reach and should be used to alleviate traffic problems. The time has ended when communities can look to the luxury of one person per automobile as a reasonable method of transportation. In fact, as we wait in traffic jams each day to and from work, the luxury of one person per car becomes less and less obvious. Metro magazine tells us that "it takes two lanes to move 40,000 people across a bridge in one hour by modern train, four to move them by bus and twelve to move them in their cars." It is time we started considering the most efficient methods to transport people.

Cities all over the country are beginning to turn to mass transit to solve their traffic problems even if it means stopping previously planned highways. San Francisco stopped a massive freeway from moving through a residential neighborhood when citizens and conservationists objected to the fact that their neighborhoods would be used to bring suburbanites to work. After extensively researching the alternatives, Denver has chosen to vastly improve its bus system and to provide fifty park and ride facilities as an alternative to expressway construction. Seattle has developed a free bus

system which serves 110 blocks in its congested downtown area. The Seattle plan was a direct result of the Transit Advisory Committee, which included city council members and interested citizens.

As a result of the 1973 Federal Highway Act, some cities are now using Urban Systems funds previously planned for highways to improve their mass transit systems. Boston, in cooperation with the State of Massachusetts, was able to apply 617 million dollars of a 670 million dollar freeway grant toward improvements in mass transit for the city.

What are the best alternatives for the city of Durham? In order to adequately assess transportation alternatives, we first need an accurate view of the problem. Accordingly, we briefly examine the traffic projections on which the need for the East-West expressway has been justified, and then present an alternative plan for meeting Durham's transportation needs.

Traffic Projections. The decision to extend the East-West expressway is based largely on the projections of the future traffic volume. There is already congestion on Erwin and Hillsborough Roads, especially at rush hours. But perhaps we could learn to live with it if we knew it was not going to get worse. Unfortunately that is not the case. Over the next twenty years there will be more traffic and therefore something must be done about these two bottlenecks. The question is, how much worse will the traffic load get? The answer to this question in large part determines what actions can be taken to alleviate the problem.

There are many methods of projecting traffic volumes. All projections start with measures of the existing situation and then make certain assumptions about what will change in the future and

what will not change. All a projection represents is a mathematical result of a set of assumptions applied to the existing situation.

Perhaps the most sophisticated projection model for traffic in Durham was developed as part of the Durham Thoroughfare Plan in 1964 by the Harland Bartholomew consulting firm. This model divided the city and the surrounding areas into zones based on type of activity (residential, commercial, agricultural, etc.). For each zone, a projection was made of growth over the next thirty years. For each type of zone, a trip rate was estimated. These projected trips were spread over the street network based on origin-destination studies. This model thus simultaneously projected the traffic volumes on all the streets in the Durham transportation system. The model provided the initial traffic projections which were used to plan the expressway. However, the results of the model are not the projections which are now used in the expressway plan.

The traffic projections on which the East-West expressway is now planned came from taking the Bartholomew study as a base and, over the years, adjusting the results. For example, the rapid growth of the Research Triangle Park and increase in motor vehicle registrations caused planners to raise the traffic projections. These adjustments were made because the assumptions made in 1964 about the future did not seem valid in 1974. In every case the adjustments increase the projected traffic over the previous estimate.

Currently, according to the city of Durham's 1977 Report of the Durham Urban Area Transportation Study, both Erwin and Hillsborough Roads carry traffic loads of approximately 15,000 ADT (Average Daily Traffic). In other words if you counted the number of cars traveling in either direction which passed a given point

on the road over a twenty-four hour period, on the average you would count 15,000.

The Highway Division's projections for 1990 predict that even with the extension of the East-West expressway to Route 15-501 traffic loads on these two roads will increase to 21,000 for Hillsborough Road and 20,300 for Erwin Road. The highway projections are thus showing a 35% increase in traffic on these two roads even with the extension of the expressway. The expressway is projected to carry a load of 43,300 between Trent and Erwin Roads by 1990. Thus where two roads now carry 30,000 ADT, three roads are predicted to carry 85,000 (a 183% increase). Part of this increase is due to what is referred to as generated traffic - traffic which is induced by a new facility because of new development, trips which were formerly not made but are now, due to ease of travel (See Appendix A). Based on the N.C. Highway Division's figures developed during the study of I-40 alternatives, the construction of the East-West expressway will increase traffic by 25 to 45% over what would otherwise exist if the road were not extended. In short, if we accept the DOT's traffic projections, 1990 will bring more traffic on Erwin and Hillsborough Roads than in 1977, despite the construction of the expressway extension. Reliance on the private auto will lead to new "1990 bottlenecks," which could lead to calls for more expressways. The DOT projections mean that the need for expressway construction in Durham will be never-ending.

But in fact the DOT figures are questionable, because they assume that local traffic growth in the 1980's will be the same as growth in the 1960's and 1970's. These assumptions can be challenged for several reasons. First, there will be fewer teenage "new

drivers" in 1990 than in 1970 because fewer babies were born in 1974 than in 1954. Second, the decline in the birth rate has not shifted upward, so that there will not be increased numbers of teenage drivers as we approach the year 2000. Third, even though U.S. government population projections (OBERS) by the Departments of Commerce and Agriculture show Durham to be growing faster than the rest of North Carolina, the projected increase between 1970 and 1990 is 50%. This is just one-third of the DOT projection of traffic growth on Erwin and Hillsborough Roads. A more reasonable assumption is that traffic growth in West Durham will be comparable to population growth. By such calculations, 45,000 rather than 85,000 vehicles would move daily through West Durham in the 1990's.

A projected traffic load of 45,000 vehicles daily on Erwin and Hillsborough Roads by 1995 (compared to 30,000 in 1977) does warrant action now to alleviate current and future congestion. To alleviate congestion, we offer the following eight-point alternative plan.

An Alternative Plan. The Department of Transportation's traffic projection appears to substantially overestimate the need for east-west transportation through Durham. We believe that the following alternative plan represents a more than adequate answer to the city's traffic needs. We urge the City Council to try this alternative plan before taking the expensive and irrevocable step of uprooting families from their community, spending 15-30 million dollars on a four-lane highway.

The proposed alternative plan involves a combination of widening Erwin Road and Hillsborough Road, completing the paving



of Main Street to Hillsborough Road, extending car-pooling, and establishing park-and-ride, van pooling and staggered shifts at Duke. A brief discussion of each aspect of the alternative plan follows.

(1) Erwin Road should be widened to four lanes from the present East-West expressway terminus to Highway 751. This is feasible throughout the entire length of Erwin Road.

(2) Main Street should be completed as soon as possible the last few yards to Hillsborough Road. The opening of Main Street would help relieve congestion on Hillsborough Road by providing a thoroughfare link from Hillsborough Road to downtown Durham or the Swift Avenue, East-West expressway interchange.

(3) Hillsborough Road should be widened to three lanes from Highway 15-501 to at least Hillandale Road. Additionally, traffic signals should establish two incoming lanes in the morning changing to two outgoing lanes in the afternoon, a common and successful practice in many cities. Finally, opportunities for left turns off Hillsborough Road should be somewhat restricted, thus speeding up traffic flow.

(4) Staggered shifts should be instituted at Duke. The hours at which workers arrive and leave Durham's major employers are as follows:

a) Duke Hospital patient care employees (3,670 workers) work on three shifts (7 a.m.-3:30 p.m., 3 p.m.-11:30 p.m., 11 p.m.-7:30 a.m.).

b) Duke Hospital non-patient care employees (2,470 workers) work 8:30-5.

c) Duke University bi-weekly employees (3,020 workers) work either 8 or 8:30 a.m.-5 p.m. depending on whether they take one hour or one-half hour for lunch. (This does not include 1,851 faculty members plus numerous student employees.).

d) The majority of the 1,400 Veteran's Administration Hospital employees work 8 a.m.-4:30 p.m. with nurses and maintenance people on shifts of 7:30 a.m.-4 p.m., 4 p.m.-12 a.m., and 12 a.m.-8 a.m.

e) Burlington's shifts are 6:30 a.m.-2:30 p.m., 2:30 p.m.-10:30 p.m., and 10:30 p.m.-6:30 a.m.

f) The American Tobacco Company's shifts are 7 a.m.-3 p.m. and 3 p.m.-11 p.m., with four-fifths of the workers on the 7 a.m.-3 p.m. shift.

g) The Liggett-Myers shifts are 8 a.m.-4 p.m. and 4 p.m.-12 a.m.

The most striking fact in these statistics, and the one most obviously in need of change, is that Duke lets out 5,490 employees at 5 p.m. West Durham's roads are overcrowded in the late afternoon, but letting out some workers from Duke at staggered periods between 4 p.m. and 5:30 p.m. would substantially alleviate the traffic on Erwin and Hillsborough Roads.

(5) Car-pooling should be utilized to reduce the traffic flow. A small car with four occupants is highly efficient, operating at 71.8 miles per gallon. Little has been done to encourage carpoolers and to place potential riders in contact with each other. Major employers, such as Duke and Burlington, could issue stickers which would allow carpoolers preferential traffic lanes, parking spaces and reduced parking fees. Funds for promoting the Bull City

Carpool Program, a program which provides a computer matching service to Durham area residents who are interested in carpool commuting to and from work, should be augmented.

(6) Van-pooling should also be initiated. The 3M Company in St. Paul has successfully encouraged van-pooling by buying 62 twelve-passenger vans which it gives to employees to drive. The employee agrees to drive eight passengers to work and the passengers pay the company \$24 a month for the service. The company services the vehicle and the employee is allowed to keep the extra income if he or she carries more than eight passengers. The employee is also free to use the van as a personal car. Durham could certainly benefit from such a service initiated by its major employers.

(8) Park-and-ride facilities could also provide relief to the traffic problem. People coming towards Duke from 751 could be channeled into the Duke parking lots on that highway and bussed into their workplaces. A parking area could be created near Erwin Auditorium for the East-West expressway traffic and the Hillsborough Road traffic could be directed towards parking lots which are only partially used on Hillsborough Road. Merchants could be reimbursed for the use of their unused space and their afternoon business would increase as workers returned by bus to their cars. This park-and-ride program has worked well in Chapel Hill.

(8) An Alternative Planning Committee should be established by the City Council to examine alternative plans for West Durham traffic. Citizens as well as transportation planners should be included in the committee. Such a committee already exists in

Seattle where citizens have helped the city council develop unique and successful solutions to the traffic problems. Durham citizens could do the same.

Together, these changes should give West Durham the eased traffic flow it needs without destroying the Crest Street community or building a new urban interstate. The plan widens streets in West Durham which are currently inadequate for the traffic volume they support. Moreover, the plan initiates a shift to more energy-efficient methods of transportation.

The suggestions outlined above are merely the beginning of what should become a thorough study of alternatives to the extension of the East-West expressway. In addition, alternatives exist besides those listed above. One alternative not included in our plan is the purchasing of the bus system by the city. According to a May 8 article in the Durham Sun, such a purchase would enable the city to double its bus service. One-way traffic on heavily-traveled streets might also be considered as well as the possibility of additional roads which would not destroy existing neighborhoods. The tracks that run parallel to Pettigrew Street might even be used to carry commuter traffic. It is clear that many alternatives to the expressway do exist. Wouldn't it be wise to try these alternatives before taking the costly, unpopular and backward-looking leap to extend the East-West expressway?

IX. CONCLUSION

This position paper is an effort by the People's Alliance to put the current controversy over the extension of the East-West expressway into a new perspective. This issue is not merely one of a single small community opposing its destruction in the face of an encroaching highway. It is rather an issue of a city faced with alternative visions of its own future. There are living neighborhoods, and commercial centers on the one hand and super-highways running through a declining city on the other. We believe Durham should choose the first vision.

This paper's alternative plan is, we believe, worth enacting before the City Council takes the irrevocable step of approving expressway construction. In particular, as a first step toward a full discussion of the potential consequences of the East-West expressway extension, we urge the Council to establish a committee of Council members and interested citizens to report on transportation alternatives.

APPENDICES



Shuller

STATE OF NORTH CAROLINA
DEPARTMENT OF TRANSPORTATION

RALEIGH 27611

JAMES B. HUNT, JR.
GOVERNOR

December 9, 1977

DIVISION OF HIGHWAYS

THOMAS W. BRADSHAW, JR.
SECRETARY

Mr. Robert A. Bonar, Chairman
Orange County Planning Board
Route 2
Chapel Hill, N. C. 27514

Dear Mr. Bonar:

Please accept my apology for the delay in answering your letter of October 12, 1977. I am sure you are aware that traffic estimation, although certainly not an exact science, involves quite a bit of thought and study in attempting to predict the future based on less than perfect knowledge of existing conditions.

In the case of the I-40 traffic estimates a formula developed by the Federal Highway Administration was used. The formula contains several variables related to initial traffic and growth.

- A 1. Diverted traffic: traffic which would be diverted to a new highway facility from parallel facilities.
- GT 2. Generated traffic: traffic which is induced by a new facility because of new development which takes place simultaneously with its construction or trips which were formerly not made but are now, due to ease of travel.
- S 3. Statewide growth: estimated traffic growth for the entire state based on projected fuel consumption and miles per gallon figures for vehicles.
- L 4. Local growth: an adjustment to the statewide growth rate to take into account unusual growth patterns on a local level.

Mr. Robert A. Bonar
Page 2
December 9, 1977

5. Interstate growth: an adjustment to the statewide growth rate to give recognition to more rapid than normal growth along the Interstate System.

In using this formula we made every effort to arrive at a reasonable figure for diverted traffic in the base year of 1975. We relied heavily on our findings from origin-destination work we did in the area in 1974 to give us a count of trips being made completely through the area. Such trips can be anticipated to divert to a new facility. To this we added trips which, in our judgment, were destined for the Research Triangle Park and other facilities in the corridor.

The total traffic thus diverted was multiplied by a slightly more conservative generation rate than recommended by FHWA. We reasoned that this was logical since the alternates on new alignment parallel an existing facility of a fairly high type and since much of the generation possible has already taken place along the alternates using existing facilities. This combined diverted and generated traffic then became the 1975 base from which future predictions were made.

The growth rate used to go from 1975 to 1980 and 2000 was a figure involving the combination of all three types of growth. In actuality the statewide rate is the only true growth rate involved. The remaining two types are simply modifications applied to the statewide rate.

In developing the statewide rate we assumed a 50% increase in total fuel consumed in the state in the next 30 years. We also assumed a minor increase in the efficiency of vehicles. This was done prior to the energy crisis in 1973-74 so we did look again at our predictions in light of what might take place if fuel was restricted. Our conclusion was that if there were no increase at all in the fuel consumed in the next 30 years we would still get the same growth in traffic if vehicle efficiency increased from an average of 12 m.p.g. assumed in 1975 to 21 m.p.g. by 2005. In view of government regulations now dictating increased vehicle efficiency this should easily be reached and exceeded meaning that we could even predict a reduction in total fuel consumed and still reach the anticipated level of growth. We, therefore, concluded our growth rate was still reliable.

With regard to local growth FHWA made some recommendations for Interstate routes in suburban areas based on various studies over

Mr. Robert A. Bonar
Page 3
December 9, 1977

the years. Although there will be obvious growth in the area associated with the Research Triangle Park probably even greater than experienced by most cities studied, we elected to be conservative. The majority of the local growth factors we used are below the FHWA typical figure.

The Interstate growth figure used was a fixed rate of 15% more growth on the Interstate system than anticipated on other type highways.

The traffic projections resulting from the application of all these factors would plot as a curve with a vertical initial slope as the generation rate is applied and then a relatively flat, slightly curvilinear projection from that point at rates varying from 2 1/4% to 3% per year.

Thank you for your interest in this matter and I hope this explanation has answered some of your questions.

Sincerely,



T. L. Waters
MANAGER OF PLANNING & RESEARCH

TLW/jcr

PLATE 1

U.S. Department of Transportation news:



Office of Public Affairs
Washington, D.C. 20590

REMARKS PREPARED FOR DELIVERY BY SECRETARY OF TRANSPORTATION BROCK ADAMS,
TO THE NATIONAL PRESS CLUB, WASHINGTON, D.C., FEBRUARY 8, 1978.

I want to say something today about our national policy on transportation. As the snowstorms crippled most of the East this week, we were reminded again that transportation is our lifestream. When it stops, we stop.

That's why the decisions we make at the Department of Transportation and elsewhere in the Carter Administration are so important. These decisions will be felt through the 1980's. They will affect our lifestyles and our mobility -- whether it's getting to work or being able to afford a vacation flight to Europe.

There is another reason to talk today about policy. In the next decade, my Department alone will spend 150 billion dollars or so of the taxpayers' money. The people have a right to know what motivates us when we spend that kind of money. They have a right to know what our priorities are.

Well, when you talk about priorities in 1978, you start with energy. A nation with a 26 billion dollar deficit in its balance of payments doesn't have to look very far to find its problem. And that problem is the 44 billion dollars worth of foreign oil we imported last year.

- more -

I. OIL

I think the American people know where that oil is going. It's going into the gasoline tank of their cars and through the pipe and out the rear end. Still, UPI reported that Congressmen returning to Washington from Christmas recess said their constituents didn't believe there is an energy crisis.

Now I'm going to repeat what you've heard many times before. The crisis is real. We are at the mercy of imported fuel. And it could become believable some day in the 1980's when someone in the Mideast decides -- for one reason or another -- to turn off the pump for a week or a month or a year.

In our Democratic society, logic precedes necessity, which is followed in turn by action. We're at the logic stage now. And we can do one of two things.

-- We can start right now to conserve fuel and create some alternatives to the automobile. Or we can wait for the tidal wave of necessity to hit us -- and swim like hell.

I believe we can meet President Carter's goal of reducing gasoline consumption by 12 billion gallons a year by 1985. We can reach it by:

- (1) Giving more and more Americans alternatives to the automobile -- whether it's a bus or a light rail system, a vanpool or jitney service -- at least for part of their daily business and pleasure travel;
- (2) By beefing up our ability to move coal and other alternate fuels to factories, utilities and businesses;
- (3) By building smaller and lighter cars that meet tough fuel economy standards;
- (4) By conservation measures such as strict enforcement of the 55-mile national speed limit.

- more -

President Carter described our dilemma very well at his news conference last month. "As those dollars go overseas" to buy foreign oil, he said, "we are in effect exporting American jobs." I think we can reverse that flow and restore a healthy balance of payments.

II. "PEOPLE" DECISIONS

When we talk about the policy of this Administration, the obvious question is, "Has anything changed?" The answer is yes.

It has changed because we are making "people decisions." We are not dominated by existing corporations that want to maintain the status quo.

Our policy translates into a series of program decisions -- those made in 1977 and the ones to follow.

The Environmental Highway

The decision on I-66, the Westway in New York, the refusal to build through Overton Park in Memphis, or the Valleys of Oahu, all represent a conscious policy to require new highways to fit into the environment of the area both esthetically and economically. This will continue.

The Public Transportation Alternative

Metro in D. C., MARTA in Atlanta, the new plans in Baltimore-Buffalo-Miami and other rail-oriented cities represent an attempt to build alternatives to the automobile. There is no argument about these projects. The new systems need to be de-bugged and the costs and construction times brought under control. I want to ride on Metro from the station near my house to the building where I work, but it is two years late and double the cost of the original plan. I want that to change so in the next city it's one-half the cost and one year early.

The Socially Responsible Motor Vehicle

The fuel economy standards of last July, the additional economy standards for light trucks, the emission controls, and the airbag decision are all part of a policy to make the mobility of the motor vehicle available for everyone -- as long as possible, with as little harm as possible.

Modernizing and Maintaining the System

The rebuilding of Union Station as a multi-modal transportation and visitor center, the decision to modernize Lambert Field in St. Louis and not build a big new airport at Columbia/Waterloo, Illinois, the insistence that the replacement of Lock and Dam 26 at Alton, Illinois be environmentally sound and that users understand that new facilities must be paid for -- are all parts of a policy that says we must use our present system better.

Simplifying the Regulation of the Marketplace

The government of the United States has always regulated the transportation market, beginning with the first rules on imports and the prohibition against interstate tariffs. Our decision in 1977 to support airline regulatory reform and other programs to allow more competition in the marketplace are part of a policy to simplify government regulation and increase competition.

Completing the Organization of the Department

The reorganization of the superstructure of the Department of Transportation, which had the 10th floor of the building full of people checking up on what the people on the other nine floors were doing, is the first step in simplifying the whole structure and moving toward direct line authority to the managers of programs.

The second step is the bill before Congress now to make highway and transit programs compatible so they can be administered together in the future. The third step will be to present to Congress in 1979 a proposal for the whole Department. It is a step-by-step policy of completing the original plan for the Department.

III. THE FUTURE

Obviously, there are many programs and decisions that I did not mention. But the list I just gave you has set the thrust of this Department. It will continue in the next three years.

Having polished off the nagging decisions-- some of which had been kicking around this Department or this government for 10 or 15 years -- we are moving on to our vision of the future.

The trail-blazing days in this country are over. The great Interstate highway system is 90 percent completed. We have to concentrate now on finishing the essential gaps, especially in the urban areas, and finding a way to help the states maintain what we've built.

With perhaps one exception, there won't be any major hub airports built in this country in the next decade. Our policy has to shift to making sure that the system is competitive, that people in small towns can get some service and that the growing number of passengers get where they're going in safety.

For America's decaying inner cities, transportation is the key to pumping in new business and commerce. We can help in several ways:

- (1) Public transit can be the cornerstone of the new downtown when it is planned in concert with office buildings and shopping malls, as cities such as Minneapolis have done and cities such as Baltimore have on the drawing board.

- (2) We all know that the automobile is choking our cities. When New York City sends up a cloud of exhaust fumes, people cough in Connecticut. This is a national problem, and we have to turn to experiments such as the driverless Downtown People Mover. These systems may be the answer in crowded streets where the automobile can no longer be tolerated.
- (3) In each major city Uncle Sam is the biggest customer for rental space. Federal employees are often housed haphazardly around the city. DOT and GSA should be talking about using the crumbling or outmoded railroad stations found in most cities as Federal office centers and as magnets for the banks, shops and restaurants that can serve those employees.
- (4) A free ride. I would like to see one of our major cities experiment with a fare-free system of public transit as a means of luring people away from their cars -- at least for part of their trip.

That's where we're headed. We have a good transportation network in this country. DOT is shifting from an agency that builds those systems into one that is concerned about how the systems serve people.

That means fighting downtown congestion, noisy airplanes or unsafe cars. It means making things work for people -- and not propping up outmoded systems with endless government subsidy.

And it means making decisions. Finally settling a problem, as Judge Brandeis once remarked, is much more important than worrying for years that it be settled perfectly.

As one who grew up as a Liberal Democrat through the New Deal, the Fair Deal, the New Frontier and the Great Society, I don't know yet what label I want to put on this Administration.

I will just say that I have served in elected office, and I believe that policies change as elections take place. As a new Administration we are making decisions promptly, honestly and openly. I am willing to be held accountable for those decisions -- and to live with the results.

#####

Duke University
Durham
North Carolina 27706

Office of the President

March 23 1977
RECEIVED

MAR 24 1977

MAYOR'S OFFICE

Dear Mayor Cavin,

To clarify the article which appeared in the Durham Morning Herald last week about the I-40 situation, I think it would be good for me to state for the record the position of Duke University. I believe Jim Ward explained our position fairly, but I was not sure from reading the article that our position would be clearly understood by the public.

We support without reservation the completion of the East-West Durham Throughway from its present terminal point at Erwin Road to its junction with I-501 bypass. We feel that it is in the best interest of the Durham community that this phase of the project be undertaken for completion at the earliest possible date. I will be glad to encourage this in any manner you ask.

It is further our position that all efforts should be made to encourage the State officials to reach a decision on the location of I-40. I think Duke's view as to the preference among the various alternatives for I-40 has been clearly stated. We would be inclined to defer to the City, whatever your decision, but think the long range benefits to the State would be served best by having I-40 run south of Durham and Chapel Hill to Greensboro.

Our concern remains that the throughway, which was envisioned and constructed for the accommodation of vehicular traffic within Durham, not become an Interstate highway, thus creating innumerable problems for all of the citizens of Durham. Thus we think it would be a tremendous mistake to extend the throughway beyond I-501 to I-40.

March 21, 1977

Page Two

We will be happy to work with you and the City Council, and the State officials, in any possible way to assist in the completion of this project.

With best wishes always,

Sincerely,


Terry Sanford

The Honorable Wade Gavin
Mayor, City of Durham
Post Office Box 2251
Durham, North Carolina 27702

cc: ~~X~~ Tom Bradshaw 'D.O.T.

Dewey Scarborough

Ed Swindell

Harding Hughes

~~X~~ Richard Whitted ? *Durham Co. County Comm.*

~~X~~ Ken Hall ?

John Martin

C. E. Boulware

Isabelle Budd

Margaret Keller

Don Christian

Murphy Boyd

Paul Alford

Charles Steel

Ralph Hunt

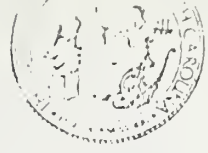
Carroll Pledger

Wade Penny

Ed Pope

~~X~~ J. B. Brame ?

Indication



10/20/75
Final

STATE OF NORTH CAROLINA
DEPARTMENT OF TRANSPORTATION
RALEIGH 27611



SECRETARY

JAMES E. HOLSHOUSER, JR.
GOVERNOR

November 5, 1975

MEMORANDUM TO: Messrs. George Wells, Charlie Edgerton,
and Ted Waters

FROM: W. F. Caddell, Jr. *W F Caddell*

SUBJECT: Durham, East-West Freeway

I am attaching for your information a synopsis of the discussion held in Raleigh between the Department of Transportation, City of Durham, and Duke University on issues affecting Duke University relative to planned transportation improvements and growth of the University.

Mr. Ward's summary includes three items which DOT agreed to consider. These items are on Page Two of Mr. Ward's memorandum.

Please follow-up on the items appropriate to your area of responsibility. I am asking Mr. Waters to act as coordinator to assure that all items are given proper consideration at the appropriate time.

WFCjr/mc
Attachments
cc: Mr. Billy Rose



STATE OF NORTH CAROLINA

DEPARTMENT OF TRANSPORTATION AND HIGHWAY SAFETY

RALEIGH 27611

JAMES E. HOLSHOUSER, JR.
GOVERNOR

DIVISION OF HIGHWAYS

J. F. ALEXANDER
SECRETARY

October 10, 1975

FILE MEMORANDUM

FILE: Durham, East-West Freeway

SUBJECT: Atlas Street Interchange and Effects of Freeway
on Duke University

On October 8, 1975 a meeting was held to discuss the
subject interchange. The following people were in attendance:

James A. Ward	Duke University Architect
Louis E. Swanson	Duke Medical Center Planning
Fred W. White	Duke University Environmental Concerns Committee
Dean Browner	Wilbur Smith and Associates
Rudy Griffin	City of Durham
W. F. Caddell, Jr.	NCDOT
L. K. Barger	NCDOT
Ramey Kemp	NCDOT
Robert Moore	NCDOT
Richard Smith	NCDOT
Richard Davis	NCDOT

Mr. Ward started the meeting by discussing the history of the Atlas Street Interchange. Then he and Mr. Swanson explained that the Medical Center was starting construction on the North Hospital and a new parking deck. The hospital will be located south of intersection of Erwin Road and Fulton Street and the deck will be located in the northeast quadrant of the intersection. The University will also be providing some sort of PRT rapid transit system to connect the deck and the North and South Hospitals. This system will cost a minimum of \$5 million to construct.

Mr. Browner and Mr. Ward presented a new interchange concept that would move the interchange from Atlas Street to Trent Street. This change is now feasible because of the

change in plans by Duke for their parking facilities. The new interchange will simplify the interchange and reduce the number of bridges required. A copy of the proposed plans and the revised traffic was given to Ramey Kemp (he will provide us a copy). Mr. Ward will also send a copy of the current plans for the hospital complex for our information and use,

Possible problems with the design were noted such as a possible confusing move for northbound traffic on Trent Street, railroad grade crossing, and encroachment on Southern Railway.


Mr. Caddell instructed the Design Branch to study the interchange in conjunction with the Hillandale-Fulton Interchange revisions, so as not to duplicate effort,

Mr. Ward stated that the university was interested in the long range effect of runoff on the Duke Gardens not just effect during construction. The primary concern is with the volume and velocity of the runoff, and they would like to know if any of the water can be diverted,

Mr. Ward informed the Division of Highways personnel that there may be a possible historic site adjacent to Erwin Road. The building is owned by the University.

Mr. Ward said that the University is interested in the future plans for the improvement of Erwin Road. No improvement is included in the Highway Improvement Program. Mr. Caddell advised him to direct their request to the city who could, in turn, request the Board of Transportation to fund this project along with other projects in their priority rating. Mr. Caddell stated that in order for studies, to determine future improvements, to begin the Board would have to authorize expenditure for engineering on a project that is not in the improvement program.

Mr. Caddell also stated that traditionally Statewide Urban Funds have amounted to approximately \$26 million per year, this year the figure will be \$16 million, and next year \$10 million.


Richard B. Davis
Project Engineer

RBD/pl

MEMO TO: Mr. C. B. Questis
FROM: James A. Ward
PROJECT: East-West Freeway
SUBJECT: Meeting with City and State Officials

20-October 1975

DISTRIBUTION:

See attached list

OCT 23 1975

SECRETARY FOR PLANNING

The following is a synopsis of the discussion held at a meeting on Wednesday, October 8, 1975 in Mr. Caddell's office in Raleigh, with the following persons in attendance:

Mr. W. F. Caddell, Jr.	N. C. Department of Transportation
Mr. C. K. Barger	N. C. Department of Transportation
Mr. Richard Smith	N. C. Department of Transportation
Mr. Richard Davis	N. C. Department of Transportation
Mr. Ramey Kemp	N. C. Department of Transportation
Mr. Robert Moore	N. C. Department of Transportation
Mr. Dean Browner	Wilbur Smith & Associates
Mr. Rudy Griffin	City of Durham
Dr. Fred White	Duke University Environmental Concerns Committee
Mr. Lou Swanson	Duke Medical Center Planning Office
Mr. Jim Ward	Duke University Director of Physical Planning

Since the conference was called at my request, Mr. Caddell turned the meeting over to me. I explained that since a number of people present were representing different concerns I would state where we, the University, stand officially on the extension of the Freeway. This basically is that we, the University, are objecting to the extension of the Freeway beyond its present terminus, but discussions with the Administration and correspondence between the Administration, DOT, and the City had indicated there is a willingness on the University's part to continue a dialogue explaining our position and our concerns. I stated that going on the assumption that the Freeway would be extended, we, the University, are very concerned about the effects of run-off on the Sarah P. Duke Gardens. Further we are adamantly opposed to the proposed interchange at Atlas-Flowers.

Since the planning for Hospital North and related parking has changed, the proposed interchange at Atlas-Flowers is no longer valid. Accordingly, we have employed Wilbur Smith & Associates to assist us in making recommendations about parking for Hospital North. During that planning process a relocation of the interchange was proposed. The plan was then presented to the assembled group and discussed at length. During the discussion I explained that the Administration at Duke, the City Administration, and the Highway Committee of the City Council are in informal agreement with the proposed relocation. A copy of the plan was left with Mr. Caddell and his planners with the assurance that they would give it serious study and consideration.

I then addressed the problem of excess water going through the Sarah P. Duke Gardens and acknowledged that Mr. T. L. Waters, Manager of Planning and Research Branch of DOT, had written to Mr. Carroll Pledger, Chairman of the Highway Committee of the City Council, regarding this problem but had addressed himself only to erosion during construction. I explained that even though this is an important concern

(continued)

an even greater concern is the volume of water and the rapidity of run-off that would greatly affect the ecology of the Gardens.

I took the opportunity to discuss the problem of widening of Erwin Road, and expressed my understanding that really what takes place on the widening of Erwin Road is directly related to the final decision regarding the East-West Freeway. Mr. Caddell explained to us the problem of financing of urban roads and highways and illustrated the point by saying that the Statewide budget for urban projects for 1974 was approximately \$26 million, for 1975 was approximately \$16 million, and the projected budget for 1976 is approximately \$10 million. He further explained that there are not even any funds in the present budget for engineering studies.

In summary, it was agreed that the DOT would do the following:

- (1) Take under serious advisement the restudy of the relocation of the interchange as suggested by Duke along with requested changes by the City at Fulton and Hillandale;
- (2) Address itself to the environmental problem with regards to the Sarah P. Duke Gardens in the final impact statement that would be prepared after the design public hearing;
- (3) Give proper priority to engineering studies for widening of Erwin Road upon official request from the City, but we should keep in mind the Freeway in relation to Erwin Road and the availability of funds for urban projects.

DISTRIBUTION LIST:

Dr. J. O. Blackburn, Chancellor, Duke University
 Mr. Dean Browner, Wilbur Smith & Associates
 Mr. Vic Eubas, Vice President for Community Relations, Duke University
 Mr. Bill Caddell, Assistant Secretary for Planning, N. C. DOT
 Mr. Rudy Griffin, Director of Traffic, City of Durham
 Mr. Wallie Jarboe, Director, Hospital Project Management Office, Duke University
 Mr. Carroll Pledger, Chairman of Highway Committee of Durham City Council
 Mr. Lou Swanson, Director of Medical Center Planning, Duke University
 Dr. Fred White, Chairman of Environmental Concerns Committee, Duke University
 Mr. Robert G. Winfree, Acting Assistant Vice President for Health Affairs, Planning and Analysis, Duke University

Section B-12 Pages

Tuesday, January 31, 1978

Durham Morning Herald

State, Local, National
Sports, Markets And Classified

Durham Will Have To Take Steps To Clean Up Its Air

By WILLIAM M. SMITH
Herald Staff Writer

Durham's air falls short of federal standards in two categories, city officials were told Monday, and a plan must be prepared by March 20 to give the U. S. Environmental Protection Agency a preliminary indication of how the problem will be remedied.

Excessive levels of carbon monoxide and oxidants have been found in air samples taken in Durham, the City Council's public works committee was told by Jim McCollman, chief of air quality in the environmental management division of the state

Department of Natural Resources and Community Development, said a notice that Durham's air failed to meet EPA standards would be published in the Federal Register about Feb. 6.

By Feb. 7, he said, Durham County and state officials must determine how much responsibility each government unit will take in revising the state air standards plan to reflect the problem here.

"We have to have in to EPA by March 20 a plan on what we're doing about this," McCollman said, terming the plan "kind of an outline on who is going to do what" to make the air cleaner.

He said the preliminary tests would include finding the stationary sources of carbon monoxide and oxidant's and conducting a traffic study. (Both pollutants are by-products of the burning of gasoline in internal-combustion engines.)

An immediate impact of Durham's noncompliance with federal air standards would be felt by industries that produce carbon monoxide or oxidants and that wish to locate here.

Such an industry could move to Durham, McCollman said, but only if there were a reduction in carbon monoxide or oxidant levels.

corresponding to the amount the industry would produce.

Committee member Wade Penny inquired whether failure to get it under control could have real serious implications for commercial and industrial development.

"It does," McCollman replied.

The U. S. Clean Air Act sets a limit of 10 milligrams per cubic meter of air for carbon monoxide and 160 micrograms per cubic meter for oxidants.

For carbon monoxide, McCollman said the measurement covers eight hours. If the figure is higher than 10 milligrams per cubic meter in three or more hours, the air is deemed to

be below the standards set by the act. Oxidants involve an hourly measurement.

McCollman provided figures showing carbon monoxide levels in Durham exceeded the act's standards on seven occasions in 1975, in 1976 and two from Jan. 1 to Nov. 8, 1977.

In the 1977 measurements, the maximum one-hour readings during the eight-hour monitoring periods were 17.1 milligrams on Feb. 6, 9 in all milligrams on Feb. 6, 9.

McCollman's figures showed that the level oxidants in Durham was consistently higher than the maximum established by the Clean Air Act. The figures ranged a low of 170 micrograms to 229 micrograms.

RESOLUTION BY DUKE UNIVERSITY BOARD OF TRUSTEES

Whereas, the Board of Trustees has received a memorandum prepared on behalf of Crest Street neighborhood residents, now therefore the Board affirms:

1. Duke University has neither the right nor the responsibility to make the decision relative to the location of the City's East-West Expressway;
2. The proposed location, the corridor and the Fulton Street interchange, to the best of our knowledge, was decided by the appropriate local, state, and federal authorities in 1963;
3. Duke University has several legitimate concerns that affect the public that it has constantly maintained, namely that
 - 1) the emergency traffic to the hospital not be impeded, 2) Erwin Road be improved to handle the flow of traffic by employees and patients, 3) the construction should not pollute adjacent areas, and 4) the Expressway not be extended beyond Highway 15-501 to Interstate 85;
4. Beyond these concerns Duke University has no vested interest, but does have always a concern that the construction of any road be so located as to cause the least possible dislocation to residents, and especially is sensitive to the plight of its neighbors of the Crest Street area;

Be it Resolved, the Board reaffirms the position previously stated to the Durham City Council that Duke University does not oppose the extension of the Durham East-West Expressway, and instructs the Administration to transmit to the City officials its hope that the damage to the Crest Street community be minimized.

May 5, 1978



Handicaps for working mothers

tures of inflation and the general Zeitgeist seem to say yes. But day-care finds remain restricted, part-time jobs are scarce and there is little vocational training available for older women re-entering the work force. Meanwhile, although the social-security bite keeps growing, many women never get the benefit of their own contributions. Under the existing system, the family's chief wage-earner—usually the husband—gets a monthly retirement pension roughly proportional to his total earnings. His spouse, whether she worked or not, can receive a dependent's benefit of half that amount, thus giving nonworking wives a "free ride." And many working wives find that their own benefits are smaller than those they would have received as an adjunct of their husbands.

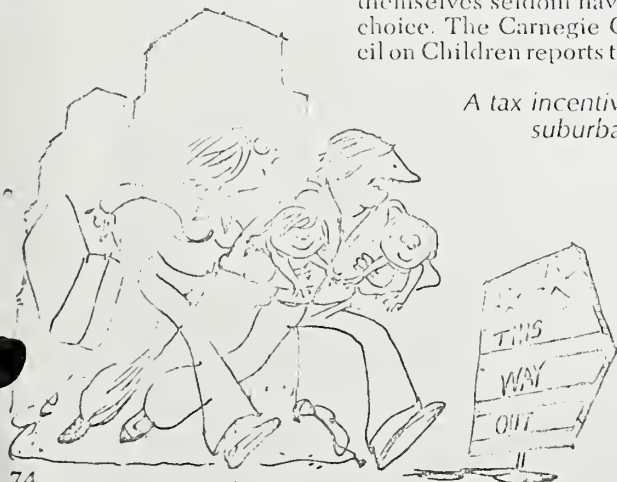
■ IS THE BIG, HAPPY FAMILY OUT OF DATE?

The \$750 tax deduction for children and elderly dependents once clearly favored larger families. But it has shrunk to a pittance alongside the inflation-swollen costs of nurturing children. At the same time, higher social-security benefits are encouraging grandparents to live apart from the nuclear family.

■ ARE COURTS PROMOTING THE BREAKUP OF THE FAMILY?

Courts are clearly having an impact, especially at the state level. State courts set alimony levels and award custody of children; they have also eased the requirements for divorce. In April 1977, the District of Columbia passed a no-fault divorce law designed to cut red tape and legal fees in the dissolution of marriages. While some attorneys say the law has made no difference, divorce cases jumped to 2,392 in the six months from May through October 1977, compared with 1,664 in the previous six months. Nationally, a general relaxation of divorce statutes has touched off comparable rises.

■ WHAT HAPPENS TO THE CHILDREN? State courts also put children in foster homes, often resulting in bitter disputes between foster parents and biological parents. The children themselves seldom have any choice. The Carnegie Council on Children reports that in



Court decisions: Who owns the child?

A tax incentive for suburbanites

1976, about 100,000 children were removed from their homes under "neglect" laws—usually based on parents' inability to provide them with necessities. In the 1930s and '40s, such court action was more routine than it is now. But according to the Duke project's Carol Stack, "Even now, when a parent asks for respite foster care during times of financial difficulty, there's little attempt to give services to help the family over the hump, rather than taking the kid out of the home, or to place the kid with relatives rather than strangers."

■ IS WELFARE AN ANTI-FAMILY PROGRAM? Welfare has been—and seems bound to remain—the most nettlesome family-policy issue. Under the present system, millions of American households share around \$200 billion of Federal support annually through such programs as Aid to Families with Dependent Children, food stamps, Medicaid and rent subsidies. AFDC has long been a target of liberals who charge it promotes family breakups by denying benefits when an unemployed father lives in the home. Yet the rule is still operative in more than half the states, and if nothing else, it may discourage divorced welfare mothers from remarrying.

The Administration has promised to get rid of man-in-the-house restrictions and provide firmer income support for families. But by calculating benefits on the basis of "household units" instead of individual need, the President's proposed welfare reform would still penalize related persons living under one roof. An unwed mother, for instance,

would lose \$66 of her maximum \$250 a month if she and her child moved in with a uncle who was ineligible for aid. She would retain her benefits if she lived with a boyfriend, but would lose part of them if she married him.

■ WHERE WILL THE FAMILY LIVE? Obviously, the decision is influenced by practical considerations, including family finances and accessibility to schools and jobs. But critics

feel the government has played an important role in population shifts to the suburbs with such policies as building highways at the expense of mass transit, easier requirements for suburban builders and tax advantages for homeowners. The \$9.2 billion in 1977 deductions for real-estate taxes and mortgage-interest payments probably had a greater impact on family housing opportunities than Federal programs offering subsidized public housing.

A highway built through a residential neighborhood can have a direct and devastating impact on family organization. A Duke Center study has pinpointed one such community: Crest Street, bordering the Duke campus. Crest Street is a remarkably close-knit community of long-term black homeowners, the majority of whom work within walking distance of their homes. Most residents are also related to one another and help one another with shopping, child care and other neighborly chores. But Crest Street is slated to be wiped out unless the Durham (N.C.) city council vetoes a proposed expressway interchange later this month. And for a year that, under the present Environmental Policy Act, the State Highway Department must do to win approval is to affirm that it has given consideration to the expressway's impact on "community cohesion."

No one contends that such government policies actually dictate the way a family lives, but they clearly affect the broad process of family choices. Thus, the Carter Administration has set itself a formidable task by coming out four-square for a "pro-family" policy. First of all, officials will have to sort out what is pro or anti, and policy planners will have to find a way of reconciling those who advocate vigorous action and those who are wary of any further government intrusion. Ultimately, the most unassailable argument may be that the intrusion is already a fact.

—DAVID GELMAN with MARY LORD in Washington and HOLLY CAMP in Atlanta

The Durham East-West Expressway:
A Report on Critical Issues to the
Durham City Council

by Robert L. Morris, P.E.

I appear before you on behalf of the Save Our Church and Community Committee and the Residents of Crest Street Community. At their request, I have carefully examined the proposed extension of the East-West Expressway and its traffic implications. I am a professional traffic engineer and transportation planner, and not a sociologist; therefore, my opinions, as I shall express them to you, relate solely to traffic and transportation, and not to social implications, which others are far better qualified to discuss than I.

As a result of my examination, I have come to the firm conclusion that the proposed expressway extension is not only unwarranted, but it would also be unwise. This conclusion is based on careful analysis of various reports, technical data, and memoranda, including the Harland Bartholomew Thoroughfare Study, the Wilbur Smith study for Duke Hospital, and your Traffic Engineering Division's Alternatives

Study; discussions with the North Carolina Department of Transportation personnel; personal, although limited, knowledge of the Durham area; and experience in many American Cities.

There is no city that is free of transportation planning mistakes. But some cities have done much better than others -- often because they ignored what the transportation planners recommended, because they believed that a computer print-out is no substitute for good human judgment and a sensitivity for the well being of all the city's residents. With all of our computerized sophistication, there are many mistakes that are built into the transportation planning process. Let me list four of them, and then relate them to Durham.

1. Forecasting is not a science, but an art - and a very crude and unreliable art.
2. The basic lessons that we should have learned are often ignored.
3. New roads produce travel that would not take place if the new roads were not built, but the transportation planning process does not take this into account.

4. The number of trips that are made is often directly related to the available capacity on the street system, but no consideration is given to this.

Let's see how each of these mistakes affects Durham.

All of the mathematical models, regression equations, and modal-split formulas that the planners use in an effort to produce reliable forecasts are, in the final analysis, dependent on a crystal ball approach to determine what the future will be like. Your consultant, Harland Bartholomew, in his Technical Memorandum of 1965 to you, stated it thus:

The results of travel forecasts are no better than the planning data on which these predictions are to be based. Models should be developed using variables which can be predicted for future years with acceptable accuracy.

NC DOT's planning data originated in 1964. The variables that they need to accurately predict include the amount and location of future jobs, by category (office, industrial, wholesale, retail, institutional, and university) for the future Durham area. There is no way that anyone can predict what zoning changes and plan modifications will take place in the next 20 years. Look back 20 years: who would have predicted the changes that have taken place in Durham?



An unforeseen development like the Durham Research Triangle could, by itself, knock any traffic forecast into a cocked hat. An expected major increase in employment that failed to materialize could have similar results. Have you noticed that after NC DOT's 1990 traffic forecasts were sharply criticized, they came up with a new forecast for the year 2000 that showed lower volumes than their 1990 predictions?

The second mistake transportation planners make is to ignore the lessons of the past. We have long known that every transportation improvement, from the first horsedrawn streetcars, through commuter railroads, electric cars, buses, and expressways, has, in the long run, not reduced travel time, but rather it has resulted in longer and longer trips, while travel time has remained constant. We build new roads to reduce congestion and save travel time, but the end result is that people keep moving farther and farther from their jobs. NC DOT has made a trip table which shows in matrix form where people will be coming from and going to in the Durham area 20 years hence, and they use that same trip table whether new roads are built or not, and irrespective of how long the trips take. They prefer to ignore history, and hope

that this time a new road will reduce travel time and not increase trip making. There is no basis for such a hope.

The third mistake is to ignore what is commonly known as induced travel. As all highway engineering texts state, as the Federal Highway Administration and the American Association of State Highway and Transportation Officials (AASHTO) admit, when a new road is built, people respond to the attractiveness for travel by traveling -- taking more trips, over longer distances. The People's Alliance, in the Appendix to your Traffic Engineering Division's "East-West Freeway Alternatives Study", estimate this induced traffic to be 25-45%. The AASHTO notes that as much as 60% has been reported. Whatever the amount, it is induced traffic that is responsible for traffic on freeways, almost without exception, and certainly including I-85, to substantially exceed what had been predicted. And that is what would happen if the East-West Expressway were extended.

The last of the four mistakes that I listed has the opposite result of induced traffic. Local streets that carry relatively high volumes of traffic inhibit trip-making, particularly unnecessary trips

that are unhesitatingly made when there is no congestion. In all large cities, the trips that are generated by any particular land use depend, to a large degree, on how easy it is to travel on the streets. As travel becomes more difficult, trip-making is reduced. There appears to be no evidence that business is adversely affected as a result, despite the strident cries of those who would build roads; people simply find different times and different ways to travel. Thus, the forecast for 37,500 vehicles per day on Erwin Road in 1990 if the East-West is not extended is patent nonsense.

The problem that now faces us seems to be that back in 1955, someone thought what was then called the Pettigrew Street Extension would be a good idea. In the intervening 23 years, travel characteristics have changed, land development has taken place in unexpected ways, concerns with the environment and energy have come to the fore, but the NC DOT is still trying to justify the 1955 concept by manipulating 1990 and 2000 forecasts.

I suggest that the somewhat belated, but first order of business now should be to ask the purpose of this road. Is it to provide a by-pass for through traffic? I hardly think you want to bring interstate

traffic through the heart of Durham, but that's what you would do with the East-West extension. Anyway, US 70 and I-85, particularly when the latter is widened and if the east end connection between those two roads is made, would be more than adequate.

Perhaps you might consider an improvement, for both by-pass and local traffic, to the southwest of the city, by making improvements to three Cornwallis Road intersections: at Route 55, at Fayetteville Street, and particularly at Chapel Hill Road and Chapel Hill Boulevard. The latter is somewhat complicated, but it would be far cheaper and less disruptive to your community than would the East-West proposal. And then you would have a good arterial link between I-40 and I-85 on the other side of town.

Is the East-West extension intended to improve access from the west to downtown? If so, you are likely to find that traffic flows in two ways, and the end result will be a weakening of downtown as development, both residential and commercial, spreads to the west.

Would the proposed road alleviate congestion in the area around V.A. and Duke? Not likely. Traffic to and from Duke, as your Thoroughfare Plan

shows, is primarily oriented to the northeast, with secondary orientation to the southeast or southwest. About 91% of Duke's traffic would have no use for the East-West extension. Some of the remaining 9% could use it. In fact, only about 11% of Duke's current traffic can use the existing expressway. If you build the new road, the end result will be that at least four-fifths of Duke's traffic will not be served by expressways.

Is there justification for linking up the present end of the East-West Expressway with 15-501? Other than to make a neater looking network on a map, the answer must be "No." Let's look at it on a cost-benefit basis. The average time saving, for travelers who would go from a point close to the East-West Expressway to 15-501 and beyond would be 2.6 minutes if the extension were provided. About 1000 vehicles a day would save that much time; the remaining vehicles that would use the new road could make just as good, or better, time by using other routes. Thus the net saving would be 43 vehicle/hours per day, which translates into an annual saving of about \$40,000 a year, which in turn would justify a capital expenditure of about one-half a million dollars. Compare that with the actual cost of the road - to say nothing of the

social costs that others, who would gain no commensurate benefits, would pay in order to save some drivers 2.6 minutes. I repeat: there is no justification for extending the East-West Expressway to 15-501.

What, then, is the answer to the congestion you experience? It seems to me that your traffic engineering staff has made an excellent step toward finding the answer. Their study of alternatives should be commended. I would offer minor constructive criticisms. The first is that their design volumes are based on too high a level of service, C, whereas D is certainly appropriate for the rush hours.

Let me explain the implications of these levels of service. In ordinary terms, at a signalized intersection, if the level of service is A, a driver will be sure to get through when the light turns green. At B, up to 10% of the time the driver may have to wait for a second green signal. At C, 10 to 30% of the time a second signal will be needed. At D the percentage is 30 to 70, whereas if more than 70% of the time drivers must wait through more than one traffic cycle, the level of service is E (or, in the extreme case, when the light turns green and nothing moves,

the level may be F). Thus, level D simply means that more drivers may be delayed for a minute at an intersection than with Level C (again, during the rush hours only).

To relate this to your staff's alternative study, they used the following lane requirements:

12,000-20,000 vehicles/day = 4 lanes

20,000-28,500 vehicles/day = 6 lanes

28,500-36,500 vehicles/day = 8 lanes

36,500-42,000 vehicles/day = 10 lanes

more than 42,000 vehicles/day = 12 lanes

Experience in many cities with good traffic engineering, including modern signal equipment, has shown that a two-lane urban street can readily carry 18,000 vehicles a day; four lanes can carry 30,000; six lanes can carry 45,000. Nor are these maximum volumes. Let me give you some examples of typical (not exceptional) average daily traffic volumes on city streets as reported in the Highway Capacity Manual:

9th Street East in Salt Lake City
carried 14,950 vehicles on 2 lanes

US 70 in Little Rock carried 17,600
vehicles on 2 lanes

US 11 in Birmingham carried 19,880
vehicles on 2 lanes

US 6 in West Hartford carried 16,000 vehicles on two lanes

RI 2-3 in Cranston, Rhode Island carried 31,580 vehicles on 4 lanes

US 50 in Cincinnati carried 29,132 vehicles on 4 lanes

US 64 in Memphis carried 25,779 vehicles on 4 lanes

US 6-85 in Commerce, Colorado carried 26,825 vehicles on 4 lanes

These all represent average volumes; peak days are 25-40% higher. In my own area, a two-lane street with signalized intersections has carried more than 29,000 vehicles on a regular, day-in, day-out basis.

There is also the possibility of increasing capacity by using reversible lanes in certain circumstances. A five-lane street, with the center lane used either as a reversible lane or for left turns in both directions, can have the capacity of a six-lane road.

With the more liberal capacity that I recommend, none of the staff's alternatives would require roads more than six lanes wide, even without considering the paratransit trip reduction. If paratransit turns out to be feasible, the road will operate even more efficiently. A-1, A-2, B-1, and B-2 would require widening Hillsborough Road between

15-501 and Main Street to four lanes and Erwin Road to five or six lanes. And I would emphasize that these solutions are based on NC DOT's 1990 traffic forecasts which are almost certainly overstated.

Another possibility that should be explored is to use, as a one-way pair, Pettigrew-Pratt Streets and Erwin Road, tying them together at the west end with Fulton and Elf Streets as a pair. This simple traffic engineering improvement would provide good access from the end of the East-West Expressway to the 1500 car garage at Erwin Road and Fulton Street. I would be willing to bet that if this recommendation were effectively carried out, these roads would still be providing satisfactory service in 1990.

These, then, are the reasons for my opinion that the East-West extension is unwarranted and it would be unwise. You can solve your traffic problems in a much better way, not only preserving important communities, but also preserving transportation flexibility as well. Local solutions to local transportation problems, and by-pass solution for by-passable traffic make much more sense than trying to accomplish both with one road and thereby succeeding in neither -- at an enormous price in terms of dollars and human spirit.

ADMINISTRATIVE CASE STUDY OF THE
DURHAM COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

Prepared for:

The Working Group for Community Development Reform

Prepared by:

Steve Lazin with the sponsorship
of the North Central Legal Assistance Program,
Durham, North Carolina

8/29/80

ACKNOWLEDGEMENTS

I would like to express my gratitude to all Community Development staff members who took the time to consult with me and who were very open-minded about the program. I would like particularly to thank Johnnie Guthrie and Bill Diuguid, whom I repeatedly intruded upon and who were very receptive to my scrutiny even though they recognized that there are very few positive things to say about the community development program. The consultation of the community members is also greatly appreciated.

The North Central Legal Assistance Office deserves my personal applause for putting up with me for four weeks.

INTRODUCTION: THE CITY OF DURHAM

In general terms, the conclusions which should be drawn for this report point to the fact that the CDBG program in Durham is in the midst of a period of transition. This state of flux parallels, though it does not mirror, the larger transition which the City of Durham is itself experiencing at the present moment. The community development program has been an active ingredient affecting and shaping certain aspects of this larger process. On the whole, however, there are few who would claim that the CDBG program has been administered in such a manner that it has taken full advantage of the opportunity to intervene in the growth process on behalf of those residents whose low economic status alienates them from the positive impacts of economic growth.

The City of Durham experienced a growth rate of 1.4% in the 1970's and currently has a population of 108,000 persons. Durham is considered by the Census Bureau to be part of the much larger Durham-Raleigh SMSA, which includes the rapidly growing Research Triangle Park area. In 1970, 40% of the city's population was black. In addition, 21% of all residents lived below the poverty level, which was the highest percentage for any of the top 5 North Carolina cities. In 1978, the median income for Durham County was \$16,500, a 34% increase from 1974.

The housing stock of Durham increased by 21% in the 1970's, with most of that growth occurring in the first half of the decade. In 1970, 52% of all units were rented and 48% were owner-occupied.

In 1974, the overall vacancy rate was 3.6% with 5.5% of all rental units being vacant. By 1978, the overall vacancy rate had declined to 2.1%, including a rental unit vacancy rate of 3.2% and a sales market vacancy rate of less than 1%.

It is estimated that upon completion of all presently HUD-committed subsidized units, the subsidized stock will represent nearly 10% of the total stock in the city. The median contract rent in 1970, which was \$68, was tied for the lowest such rent among the 5 major North Carolina cities. The 1970 Census revealed that 23% of all households, and 47% of all Black households, were paying more than 25% of their incomes for housing.

The quality of housing has also been a major concern for community development administrators. A 1972 city-wide survey concluded that 82% of the total stock was sound. However, a 1975 survey found that only 40% of the substandard units were built before 1939 which, considering that 1/3 of all units were pre-1939, implies that much fairly recent construction was built to below-code standards.

Durham currently meets 2 of the UDAG distress criteria in its poverty and job lag/decline criteria. The age of housing threshold was barely missed while unemployment and population growth were found to be in better condition.

Recent community needs surveys have estimated that there will continue to be a great demand for low and moderate-priced shelter. Recreation needs have been met in general, but several neighborhoods remain in need of more and better facilities. There is also a demand for more street paving, but this need must be viewed in the light of

the fact that in 1970 nearly 1/3 of Durham's streets were unpaved. Understandably, street paving was the major thrust of the CDBG program in its early years.

The community development program reached its nadir (at least everyone hopes it has) this past year when HUD proclaimed that Durham was the state's only "poor performer." This issue will be elaborated upon later, but for the moment let it suffice to say that the effect of this statement was a major shake-up in the Community Development Office. In addition, the 1979-82 3-year plan is centered on the belief that it is important for the CDBG program to concentrate its activities on physical development within one or two geographic areas. All of these items make it easy to appreciate why the community development program receives very little praise from the community at large and particularly from neighborhood activists in the low-income areas.

I. ADMINISTRATIVE COSTS

The complete breakdown of administrative costs can be found in Appendix I. A summary of administrative costs for Year V is provided in the following table.

	Budget	% of Total	Spent	% of Total Spent
Administration	376,768	13.5	219,011	21.5
Planning	124,810	4.4	95,612	9.4
Total Administration/Planning	501,578	18	314,623	30.9
Total Year V	2,780,000		1,015,481	

The above expenditure figures include outstanding encumbrances. The contingency account, which represents undispersed funds, was included as part of the total budget.

The summary reveals that planning and administrative costs equal less than the maximum 20% budget ceiling. Expenditure rates on the other hand boost the administrative and planning percentages to a hefty 30% of the total expended budget. Another way to portray these same figures is to note that 58% of the administrative allocation and 76% of the planning allocation were expended, while only 30% of the non-administrative and planning budget was expended. Clearly, expenditure rates for administration and planning purposes were significantly greater than the rates for other expenditures.

Unfortunately, it is difficult, perhaps even impossible, to proceed far beyond this level of description of administrative costs. The draw-down process, which appears to be only quasi-systematic, does not allow for the extraction of the administrative share of draw-downs. Draw-downs have occurred in the past on a sporadic lump-sum basis, i.e., the accounting office would occasionally review the deficits in the community development budget and, employing no specific numerical criteria, would decide whether or not a draw-down was needed. The accounting office is attempting to make this review process a bi-weekly activity, but there are no plans to disaggregate the figures in such a manner that administrative costs can be isolated.

It is also difficult to ascertain to what extent administrative costs associated with physical development activities differed from

THE UNIVERSITY OF CHICAGO

DEPARTMENT OF THE HISTORY OF ARTS
AND ARCHITECTURE

THE HISTORY OF ARTS
AND ARCHITECTURE

THE HISTORY OF ARTS
AND ARCHITECTURE

THE HISTORY OF ARTS
AND ARCHITECTURE

other budget items such as public services. Street paving and water and sewer projects are handled through the city engineering office. The engineering office charges the city a 6% "engineering fee" which includes both administrative and design costs. This 6% fee does not represent the true administrative costs, which range between 15% and 20%, but any deficit which is incurred by the engineering department at this juncture is equalized through the resulting surplus of allocated funds in the community development budget which is paid to the engineering office as a subsidy for project work. This is the same process that was employed by the redevelopment commission, which was in charge of physical development activities from urban renewal days until it was dissolved in August of 1979.

The rehabilitation program provides a less clear overview of administrative expenditure. A special rehabilitation office was set up by the Community Development Office during Year V to assume rehabilitation responsibilities of the redevelopment commission. There are several items to consider when assessing the rehabilitation program. First, the GPR shows that rehabilitation administration accounts for between 10% and 15% of the rehabilitation budget. The lower percentage would apply if budgeted relocation payments were included in the rehabilitation program budget, but no relocation payments were made from the Year V budget.

Secondly, it is unclear what the budgetary status was of the housing counselor and housing education programs during Year V. In Year VI, these items were categorized under the rehabilitation program budget after a HUD review of the budget proposal revealed

that 25% of the budget was allocated for administrative purposes. The housing counselor and housing education services, which were initially viewed as administrative functions, became rehabilitation programs, thus lowering total administrative costs from \$601,425 to \$475,800. The total HUD grant was \$2,379,000. The activities of the housing counselors and educators include running meetings, organizing training workshops, seeking out residents requiring special assistance, initiating local revitalization projects and generally spurring interest in the community development program. During Year V, these activities were not confined entirely to rehabilitation functions. Because the addition of the \$109,000 budget of these two items to the administrative cost category would raise the Year V administrative cost share of the budget to above 25%, it remains a puzzle as to the manner in which HUD handled this situation last year.

A third item of importance concerning the rehabilitation program is the legacy which the redevelopment commission bequeathed to the rehabilitation office upon the dissolution of the former. A total of 45 complaints by previous rehabilitation clients were responded to during Year V at a cost of almost \$1,000 per unit. In fact, during the first half of Year V, no new rehabilitation projects were completed, which was a major factor in the low overall program expenditures in Year V.

There is very little monitoring of administrative costs carried out by interested outside parties - specifically HUD and the Community Advisory Committee. As is evident in the example of



the housing counselor and education programs, HUD does not maintain tight control over the administrative budget of the entitlement cities. The area office of HUD does not feel that they are required to go any further than to make a general assessment concerning the 20% rule. Program by program administrative costs are not explored at all. There is even a sense of frustration on the part of HUD officials concerning the enforcement of the administrative cost rule. They feel that cities can easily manipulate the budget or otherwise hide administrative costs. There have been no suggestions that Durham has manipulated or concealed administrative costs beyond the point of compromising with HUD on this matter.

Citizen input on administrative costs would occur through the CAC or through the series of public hearings which take place in the fall. During Year V, the CAC essentially had nothing to say on administrative costs, though they did review the budget in its entirety. In general, there was poorer communication between the CAC and the Community Development Office during Year V than during prior years and, as a result, many details went undebated. All parties seem to agree that the major obstacle in the program administration during Year V was the instability inherent in the situation which resulted from the administering agency being seriously understaffed. This will be elaborated upon in a moment.

Citizen comment on administrative costs in the public hearing process has been minimal. Citizens have an opportunity to review the entire budget proposal which can be found both at community

libraries and at City Hall. The budget breakdown is graphically illustrated at the hearings, though the summary presented in this report is not offered to the public. There is no record of any citizen protest of administrative expenditures.

It has been suggested more than once here that the Community Development Office has recently emerged from a period of turmoil and is now experiencing a transitional phase. This issue both punctuates the preceding discussion and serves as well as a prelude to the rest of the report. From August of 1979 through January of 1980, 8 of 17 designated staff positions in the Community Development Office were vacant, including the position of community development director. As several persons were hired throughout the spring, the office was reshuffled to the extent that all planning positions now work out of the planning department and are responsible to its director. These planners, though still paid through the CDBG budget, have some responsibilities other than those associated with the CDBG program. The reshuffling is still in progress as it is proposed that the Community Development Office become a department and the position of department director be created. There is a slight complication involved in that the likely candidate for the director's position, the program administrator, is married to the soon-to-be City Manager. The City Council is having greater problems with the fact that this reorganization involves, as a rule, salary hikes for the program administrator and the Assistant City Manager who

currently runs the office.

The cloud of instability cast a shadow over the community development program during all of Year V. Because there are very few current staff members who have been with the program for more than a year or two, it is hard to determine exactly how much the administrative process in Year V differed from prior years.

II. THE BUDGET AND CONTRACTS

The budget proposal for Year V consisted of a grant of \$2,379,000 and reprogrammed unobligated funds equalling \$1,066,651. Almost half of this reprogrammed money was derived from the Year IV housing rehabilitation program. Housing rehabilitation would again be the predominant program function with street improvements being the second priority area. Four Neighborhood Strategy Areas were designated in the budget proposal with activities occurring in other areas as a result of the citizenwide spot rehabilitation program, prior year target area public services continuation, and the ^{initiation} imitation of a Neighborhood Housing Service program.

Year V was the first year of a three-year community development plan which was itself being revised throughout Year V. This plan identified four NSAs but revealed that by Year VII, one NSA, the St. Theresa neighborhood, would receive 3/4 of all NSA funding with no funding proposed for 2 of the 4 NSAs. Public Services and public service contracts were also identified with contracts being awarded to essentially the same organizations which had been re-

ceiving community development support. The budget proposal also included a Year V program income of \$14,072. The total proposed budget equalled \$3,460,573.

A three-year citizen participation plan was developed concurrently with the community development plan. This plan detailed the composition and functions of the CAC, described how neighborhood level participation would be maximized through the organization of a "Community Planning Committee," explained the proposed solicitation process and the procedure for program record review, and provided an overview of the public hearing schedule.

The public hearing schedule consists of four hearings, each with a different purpose. The first hearing is held in September and reviews the progress of the CDBG program. The second hearing in October obtains proposals from the community and establishes priorities for the coming program year. In January, a third hearing is held in which the community, after having had an opportunity to review the proposed budget at libraries and at City Hall, comment on the budget proposal. A final public hearing is held in late January to review the budget and make recommendations immediately prior to its submission to HUD. During most of the fifth year, the Community Development Office was without a citizen participation director. This meant that the public hearing process for the Year VI budget was handled by a community development staff person who was able to devote only a part of his time to the citizen participation program. As a result, the sentiment within the Community Development Office is that the Year V citizen participation program was in general

Mathematics

Algebra

1. The sum of two numbers is 10. One number is 4. What is the other number?

2. A number is 5 less than 12. What is the number?

3. The difference between two numbers is 8. One number is 15. What is the other number?

4. A number is 3 times another number. The sum of the two numbers is 24. What are the numbers?

5. The product of two numbers is 48. One number is 6. What is the other number?

6. A number is 10 more than 5. What is the number?

7. The sum of three numbers is 30. Two of the numbers are 10 and 12. What is the third number?

8. A number is 2 times another number. The difference between the two numbers is 10. What are the numbers?

9. The product of two numbers is 120. One number is 10. What is the other number?

10. A number is 7 less than 18. What is the number?

11. The sum of two numbers is 25. One number is 15. What is the other number?

12. A number is 4 times another number. The sum of the two numbers is 36. What are the numbers?

13. The product of two numbers is 60. One number is 5. What is the other number?

14. A number is 9 more than 6. What is the number?

15. The sum of three numbers is 45. Two of the numbers are 15 and 20. What is the third number?

16. A number is 3 times another number. The difference between the two numbers is 12. What are the numbers?

17. The product of two numbers is 90. One number is 9. What is the other number?

18. A number is 11 less than 22. What is the number?

19. The sum of two numbers is 35. One number is 20. What is the other number?

20. A number is 5 times another number. The sum of the two numbers is 40. What are the numbers?

21. The product of two numbers is 150. One number is 10. What is the other number?

22. A number is 13 more than 8. What is the number?

23. The sum of three numbers is 60. Two of the numbers are 20 and 30. What is the third number?

24. A number is 4 times another number. The difference between the two numbers is 15. What are the numbers?

weaker than in prior years and, in terms of the public hearings, not well enough organized to effectively utilize prepared documents.

HUD monitored the citizen participation program after the submission of the Year VI budget and found that it was in compliance with requirements. Their only criticism was in reference to the public notice procedure. On a few occasions, public notice appeared in the newspapers the day before a hearing and the local black newspaper was not adequately used for notices.

There were several citizen-initiated activities in the budget in Year V. The first was a Historic Preservation Survey which was completed in cooperation with the State Historical Society. This survey required \$9,000 in CDBG funds, including \$2,200 worth of staff time. The second project was a neighborhood self-help improvement fund for which \$20,000 was allocated in the 5th year but only \$5,000 of this was obligated to be spent during the sixth year. The third citizen-initiated activity was an amendment providing \$100,000 in interim assistance to the Crest Street neighborhood, a former NSA (1 of the 4 designated in the 3-year plan) which was not approved by HUD for funding. Originally \$1,000,000 was programmed for Crest Street over a 3-year period with most of that targeted for Year V.

All of the Year V money was reprogrammed to several different areas, leaving Crest Street out of the picture entirely as HUD awaited a decision on the extension of the East-West expressway which is projected to cut directly through Crest Street. A strong citizen lobbying effort resulted in the interim assistance allowance

being designated for the neighborhood for Year VI while the larger fight wages on. Crest Street is a complex and emotionally-charged case which will be discussed in greater detail later in the report.

There are no indications that the city has failed to comply with the 10% past-approved rule in revising the budget. All changes which involve an amount greater than 10% of the total budget must be preceded by two public hearings and HUD approval. In almost all recent changes, less than 10% of the budget was involved. Any change which involves the initiation of a new community development activity can receive public input at the line item meeting held by the City Council at which such an activity must be approved.

There were two major amendments to the Year V budget in addition to the interim assistance allocation for Crest Street. The first involved site acquisition projects and the second the allocation of funds to respond to the 45 complaints relating to prior year rehabilitation work. The final Year V budget and all of its manipulations are presented in Appendix II.

A subjective overview of the budget development process in Durham must focus on at least two areas - the general rationale of the city and HUD, and the effectiveness of the citizen participation program. The most startling feature of the budget is its concentration on two NSAs with one really dominating the picture. The city claims that HUD has all but forced them into this position because they felt that Durham's "city-wide" approach was partly responsible for its poor performance. The city needs to improve its expenditure

rate and at the same time must show better results for the money that is spent. Durham has internalized this mandate to the point that there is ostensible concern that its 'management capacity' not be stretched too far. The ramifications of this policy become obvious when one looks at contracting process for both physical development and public service activities. This will be done in the next section.

Meanwhile, back in the neighborhoods, sentiments range from sympathy for the city's predicament to outright skepticism of the city's alibi. The skeptics challenge both the city's docile acceptance of the HUD dictum as well as HUD's true concern and awareness of conditions in Durham.

There is a more widespread concurrence on the stipulation that genuine community participation has dropped off from the modest heights it once achieved.

For example, no one in the community development office even suggests that all proposals have anywhere near an equal chance of being accepted when the city is only working within one or two neighborhoods. Some community people go even further in saying that the city has essentially decided what it is going to fund before the second public hearing, thus precluding any real citizen input after that point.

No one seems satisfied with the input made by the CAC. Community development staff bemoan the bi-monthly meeting schedule as being an inadequate basis for communication. The poor attendance (1/3) of CAC members and the "passiveness" of those who do show up

1. The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that proper record-keeping is essential for the integrity of the financial system and for the ability to detect and prevent fraud.

2. The second part of the document outlines the specific procedures for recording transactions. It details the steps involved in the accounting cycle, from identifying the transaction to posting it to the appropriate ledger account. It also discusses the importance of double-checking entries to ensure accuracy.

3. The third part of the document addresses the issue of reconciling accounts. It explains how to compare the company's records with the bank's records to identify any discrepancies. It provides a step-by-step guide for performing a bank reconciliation and discusses the common causes of errors.

4. The fourth part of the document discusses the importance of internal controls. It describes various control measures that can be implemented to reduce the risk of errors and fraud, such as segregation of duties and regular audits.

5. The final part of the document provides a summary of the key points discussed. It reiterates the importance of accurate record-keeping, proper procedures, reconciliation, and internal controls in maintaining a reliable financial system.

provides little incentive for staff efforts at sharing information. Several CAC members scoff at this observation and refer to it as another smokescreen emanating from the Community Development Office. Even though only 1/3 of the CAC members demonstrate any real concern for the program, they say, those who do have had an extremely difficult time obtaining the information they request and rarely feel that they are being listened to by the city. Nine of these concerned CAC members became so frustrated that they formed a CAC Evaluation Subcommittee and issued a 13-page assessment of the CDBG program, citing at the outset Section 570.303 of the 1977 Community Development Act amendments, which calls for documented citizen evaluation of the program. This report, which was circulated at the end of 1979 but has yet to receive a response from the Community Development Office, will be quoted in the next section.

Contracts

During Year V, the only planning-related contracts were for the purchase of Polk population data and for a Sanborn Map Collection update. There were only a few small public facilities contracts and no new contracts for street paving. For major street paving and other public facilities projects, the city repeatedly turns to two large, locally-based construction firms. There is a tremendous backlog of public facilities projects involving projects throughout the city which were contracted for in the first years of the CDBG program.

Housing rehabilitation became a community development administrative function after the Redevelopment Commission dissolved at

the end of Year IV. The "interim period" of 30-60 days in reality consumed most of Year V. When the rehab program got rolling again, it was forced to respond to the list of complaints which were the top priority. The rehab program utilizes several financial mechanisms to lure homeowners and investors. The financial assistance package includes 312 loan assistance, grants and matching grants. HUD monitored the rehab program during Year V and made several comments which resulted in program changes. HUD found that the maximum grant limit of \$7,500 was too low to provide the needed repairs. The limit was adjusted to \$12,000.

A second criticism was that the income limits for eligibility in the rehab program were far too low. Instead of a maximum 80% of citywide median income as the cut-off point, Durham used a 40% ceiling. The criteria was revised to the 80% limit. Durham also heeded the suggestion that the matching grant program be expanded to include renters.

Three new programs were proposed for Year V, but only one has been even partially implemented. A Neighborhood Housing Services program was set up with \$30,000 of CDBG funds and will soon be providing "high-risk" loans within a non-target area neighborhood through a revolving loan fund. The other two proposed programs, vacant lot purchase and homesteading, might never be launched.

Minorities have shared in the rehab contracts and only on one occasion, in early 1979 before the Community Development Office received the program, was there any suggestion of discrimination. In that instance, 15 contractors were dismissed for "performance"

reasons, 10 of whom were black. The black contractors accused the Redevelopment Commission of discrimination, but this charge was found unsubstantiated by the HUD Office of Fair Housing and Equal Opportunity.

By far the most controversial of any of the contract cases involved the North Carolina Builders Institute (NCBI), a non-profit company which combined rehab services with a CETA training program. The agreement was that an allocation of \$143,769 in CDBG money would supplement a CETA grant of \$31,015 and that a maximum of 40 units would be referred to NCBI during Year V. During the year, less than 20 units were referred to NCBI, and some of these could not be completed within the limits of the grant. NCBI handled only non-NSA grant units.

When the council reviewed the contract at the end of the year, it decided not to renew the contract with NCBI. The reasons given were that NCBI was not cost-effective, its work was often inadequate and it suffered from poor record-keeping procedures. NCBI and its supporters, who were totally surprised by the council's observations and decision, rebutted that the city had not lived up to its side of the agreement by referring too few units. NCBI also disputed the cost calculations and performance assessment of the council, but neither side had sufficient documentation to be conclusive.

The aftermath of this incident does not shed a positive light upon either the Community Development Office or the City Council. Community development staff members concede that a non-existent monitoring system prevented them from discovering and

remedying the performance deficiencies which were referred to at the council meeting. Most observers also agree that NCBI ran something less than a tight ship - it had too many supervisors and it was behind in its bookkeeping - but it remains uncertain how these factors were weighted in the council's decision relative to what many suspect were more important variables: politics and race. The conservative City Council and city manager became aware of personal relationships which existed between some NCBI supervisors and staff members of a local community activist organization (Carolina Action) which is most assuredly of a different political persuasion than the council majority. Race is a suspected, but not verified, factor because several of the supervisors and managers and all of the laborers were black.

The public service contracting process is generally more open to public input than are physical development contracts. There are numerous proposals each year from all over the city, even though only a few receive funding. In Year V, four organizations received contracts, all of them operating within 3 of the designated NSAs. A total of \$257,650 was budgeted for all public services in Year V, which means that Durham could allocate a great deal more for these services and still consume less than 20% of the total budget. But there are several reasons why this is not likely in the near future.

The first obstacle has already been mentioned in reference to other budgetary concerns. This is the fact that HUD is strongly encouraging the city to concentrate its activities within two NSAs: St. Theresa and North Albright/Calvin neighborhoods. Pro-

posals from other areas, though they are solicited, do not really have a chance of being funded. But this obstacle is presently overshadowed by a more forbidding one - HUD has suspended funding of all public service contracts until they are convinced, on a case by case basis, that the city has devised a monitoring system which will enable them to determine the extent to which NSA residents are benefiting from the services. HUD, after a monitoring visit in Year V, decided that the monthly reports being submitted by the agencies were not providing sufficient numerical data on beneficiaries. These agencies must now find some way to record who, rather than just how many, are being helped.

HUD also found that the agencies were not performing adequately in the areas of accounting system, needs assessment and targeting, and that the city has offered them little direction or assistance in any of these activities. HUD's decision to freeze public service contracts during the Year VI planning period has now spilled over into Year VI program operations. Proposals from the stranded public service agencies will have to be sent to HUD for approval as amendments.

The current status of the agencies varies somewhat. The largest agency, and the one that has received the most CDBG funding, is the Senior Citizens Coordinating Council. Some of the Coordinating Council's activities, which range from minor home repair to in-home nursing care, will have to be curtailed though the agency itself will survive. The Edgemont Center, whose juvenile offender and other counseling services have received high praise within the

1. The first part of the document is a letter from the President of the United States to the Congress, dated January 3, 1862. It is a very important document, as it contains the President's views on the state of the Union and the progress of the war.

2. The second part of the document is a report from the Secretary of the War Department, dated January 10, 1862. It contains a detailed account of the military operations of the Army during the year 1861.

3. The third part of the document is a report from the Secretary of the Navy Department, dated January 15, 1862. It contains a detailed account of the naval operations of the Navy during the year 1861.

4. The fourth part of the document is a report from the Secretary of the Department of the Interior, dated January 20, 1862. It contains a detailed account of the operations of the Department during the year 1861.

5. The fifth part of the document is a report from the Secretary of the Department of the Treasury, dated January 25, 1862. It contains a detailed account of the operations of the Department during the year 1861.

6. The sixth part of the document is a report from the Secretary of the Department of the State, dated February 1, 1862. It contains a detailed account of the operations of the Department during the year 1861.

7. The seventh part of the document is a report from the Secretary of the Department of the War, dated February 5, 1862. It contains a detailed account of the operations of the Department during the year 1861.

8. The eighth part of the document is a report from the Secretary of the Department of the Navy, dated February 10, 1862. It contains a detailed account of the operations of the Department during the year 1861.

9. The ninth part of the document is a report from the Secretary of the Department of the Interior, dated February 15, 1862. It contains a detailed account of the operations of the Department during the year 1861.

10. The tenth part of the document is a report from the Secretary of the Department of the Treasury, dated February 20, 1862. It contains a detailed account of the operations of the Department during the year 1861.

11. The eleventh part of the document is a report from the Secretary of the Department of the State, dated February 25, 1862. It contains a detailed account of the operations of the Department during the year 1861.

12. The twelfth part of the document is a report from the Secretary of the Department of the War, dated March 1, 1862. It contains a detailed account of the operations of the Department during the year 1861.

13. The thirteenth part of the document is a report from the Secretary of the Department of the Navy, dated March 5, 1862. It contains a detailed account of the operations of the Department during the year 1861.

community, is likely to founder if it does not receive some Year VI funding soon, though it is now operating on prior year funds. But Edgemont, like Crest Street, has had difficulty in attaining HUD recognition as an NSA and is also being given the "interim assistance treatment" as is Crest Street. Both of these neighborhoods will be discussed later in this report.

The CAC Evaluation Sub-Committee report which was referred to earlier also had some observations concerning the public service contracting system. The CAC Sub-Committee noted that there seemed to be some overlap and/or duplication of efforts among several CDBG funded and contracted public services. A tighter monitoring and coordinating system is badly needed in their view.

But the CAC Sub-Committee offered an even deeper analysis of the city's predicament with its public service activities. The committee had favorable comments about the city's performance in the instances when direct services were provided to residents of target areas. The Housing Counselor program, an in-house operation, is the primary example here. Yet the city could easily expand and coordinate these programs given that the CDBG budget has repeatedly allocated no more than 12% of its funds to public services when 20% is the maximum permissible portion. The city's failure to spend more money on public services seems perplexing in view of the fact that its CDBG expenditure rate, somewhere between a cumulative 54% and 61%, is the lowest in the state and has been one of the foundations for HUD's admonishment of Durham. The Sub-Committee's solution to this puzzle is that the Community Development Office is afraid that



it cannot manage an expanded public services program. It is the Sub-Committee's opinion that the Community Development Office recognizes that it does not have enough staff members who possess the training or the desire to work directly with the community and that the program administrators are far more comfortable being systematic rather than outreach-oriented.

These latter comments on the public service program reflect the general attitude which both the Sub-Committee and several community activists have about the administration of the CDBG program. For example, the fact that public facilities contracts are engaged with two very large contractors whose local connections are increasingly nominal disappoints those who feel that the contracts could help a small or minority-owned business get started. The huge backlog of street paving and related projects implies that these contractors have not given these projects a very high priority in their busy schedules.

The influence and biases of the City Council is another point of contention. Everyone seems to agree that, because of City Council member connections with local real estate firms, speculative interests are steadfastly shielded within the Council. Several people have postulated that this connection has intimidated and inevitably stifled the Community Development Office in its search for alternative development mechanisms. For example, the 3-year plan suggests that vacant lot purchase and development would be an activity worthy of city sponsorship or at least initiation. This concept thus far seems to have been placed on the same upper shelf as the

proposed homesteading.

It is similarly suggested that neither the City Council nor the Community Development Office have been inclined to impose upon landlords and other investors of units in target areas. The CAC Sub-Committee compiled statistics which reveal that, in spite of the code enforcement program, more units remain out of code in the current and former target areas than have been brought into code compliance. In addition, the rental unit component of the rehab program has seriously lagged behind the rest of the slow-moving program. Alternative housing development schemes for rehab units or for public housing, such as tenant-owned cooperatives, do not even appear on the horizon.

In sum, what community activists and even more impartial observers have concluded is that the problems with the CDBG program as diagnosed by the Community Development Office are inaccurate and in fact seem only to cloud the picture. The Community Development Office points to staff shortages as a key to the problem while community members respond that several staff positions were created only to spend money and that the office has never filled and does not need 17 staff positions. The Community Development Office alludes to various pressures from HUD and the City Council while community members refer to an assortment of potential solutions, all involving community initiative and increased neighborhood control, which the Community Development Office has backed away from or ignored entirely. This is a dialogue (or more accurately, two simultaneous monologues) that is likely to continue for some time.

Maintenance of Effort

City definition: "Community development should only permit money to be spent for services which exceeds current standards being provided. Community development money should not pay for day-to-day services. It should not replace such funds."

HUD definition: "Good question."

It was not possible for me, at least within the time allotted for this report, to compile documentation relating to this issue. Anything that I could have pulled together would have to have been collected on my own, for no one in the Community Development Office knew where to lead me for this information. I did, however, benefit from discussions on this subject with various personnel in city departments and with the former Community Development Director.

It was not suggested by anyone that there have been any gross violations of maintenance of effort, but it did become evident that there are two areas where subtle distinctions rapidly become blurred. The first such area is in planning, while the second concerns street paving.

Planning is a problem area in regard to maintenance of effort because, as a result of the recent reorganization, community development planners work out of the planning department next door. The bulk of their time is spent on CDBG activities, but they are occasionally requested to help out on other planning projects. No cost sharing system has as yet been worked out and this situation has not been reviewed with the maintenance of effort question in

mind.

Street paving presents a more complex quagmire. It was mentioned earlier that street paving was a major necessity through the early 1970's and was thus a major CDBG activity. Prior to the enactment of the CDBG program, the city in 1974 utilized a \$17-million bond issue to finance street paving projects. The City Council was able to order work to be carried out without a petition, though a hearing was required for each project. This program, which was called the "Program for Progress," financed projects simultaneously with projects that were financed by CDBG. From the beginning, the city professed that any project which was even proposed under a bond issue may not be financed with CDBG money. No one is willing to guess how much this rule was adhered to, but it is quite plausible that there were some violations because monitoring by the city was minimal.

The city engineer's office does contend, however, that many and perhaps most of the streets that were paved through CDBG financing would not have been paved under the Program for Progress. This is because the city maintained a rating system for projects and, when a property owner objected to paving, as many did, that project was given a low rating and usually bypassed. Many target area streets were losing out in this process because of the small voice of the residents and the resistance of the investor owners to any assessments or tax increases.

HUD has made no effort to monitor this area and in fact in 1976 the regional office in Atlanta sent a directive to all area

offices which said, in effect, to forget about maintenance of effort altogether. In short, there is no monitoring, at any level, of maintenance of effort.

Self-Monitoring and Evaluation

It should have been inferred from the previous discussion that internal monitoring has been a constant thorn in the side of the community development program. The extent of the monitoring system can be summarized rather easily, and on this everyone agrees.

The current system is a "seat-of-the-pants" and "hit-and-miss" procedure, to use the words of two program administrators. The office maintains a small monitoring file which contains letters and proposals. In the rehabilitation office, the director has devised a complaint list and data sheet for each rehab unit. This obviously stems from the flood of complaints which the office largely inherited from the Redevelopment Commission. For budget monitoring, monthly reports from the Community Development Office are checked against print-outs from the accounting office. There is no one person who is singularly responsible for this task.

There are essentially two mechanisms for overall program evaluation: the first of the four autumn public hearings, in which the current year's program is reviewed; and the Grantee Performance Report. The CAC does not play a meaningful role in the process. The CAC listens to staff reports and makes minor comments and criticisms, and this is the extent of its involvement in evaluation.

However, the Assistant City Manager for Community Development,

who has been with the city since March, is very concerned about the absence of self-monitoring in the CDBG program and is in the process of designing an evaluation system.

In the proposed system, two field monitors would be employed to assess contract compliance. Contracts themselves will be very specific in both quantitative and qualitative terms. The monitors will review agency performance for compliance with federal laws, such as Affirmative Action and Davis-Bacon. They will file monthly reports on each activity which will be matched with financial reports and specific draw-down information. They will then go to the CAC and the City Council for input on their reports.

If there is a problem with a physical development contract, such as employee abuse, the payroll will be held until the problem is worked out. If there is a problem with a public service contract, the staff will consult with the City Council and together they will determine what changes would be necessary. If the service cannot be provided as agreed upon, the contract will be terminated. This sort of enforcement will require regular on-site assessments and documentation, both of which are sorely lacking at the present moment.

There will also be an emphasis on increasing CAC input, which means making the CAC more involved in the entire process, from needs assessment to contract review. This also means that the current bi-monthly CAC meeting schedule will have to be revamped to provide for more frequent consultation. In this system, the CAC, rather than the community development staff, will make recommendations on proposals to the City Council.

This new monitoring system, if implemented, will provide adequate information on the following items: low-income benefit; low-income job opportunities; racial discrimination in contracts and benefits; adequacy of relocation efforts; whether programs are meeting stated goals; and whether programs are progressing satisfactorily. It will not provide adequate information on the effectiveness of fair housing efforts or on all but a few (e.g., displacement) negative side effects. This new system will be solely a process evaluation and not an impact evaluation, which is beyond the capacity of the Community Development Office.

III. HUD/DURHAM RELATIONSHIP

Durham's relationship with HUD has been marked by almost as much turmoil as has the Durham CDBG program itself. Year V was a particularly bad year for this relationship, for it was in late 1979 when HUD branded Durham as a "poor performer." This assessment was issued from the central office and the criteria for its designation are not familiar to area office staff. It is very likely that Durham's 54% cumulative expenditure rate and its HAP performance were the key variables in this assessment. Durham is the only "poor performer" in the state.

The HUD area office carries out a monitoring visit once a year in Durham. This visit will focus in on three items: low-income benefits; program progress in implementation; and HAP implementation. In addition, the monitors will select what they

feel are significant things to look closely at. Something is significant if it involves a large proportion of the funds or is the center of a controversy. In Year V, the rehab program and public service contracts were worthy of close inspection.

A team of specialists - including rehab, relocation, and a financial analyst - conduct on-site evaluations. Staff from the Office of Fair Housing and Equal Opportunity also visit annually. If necessary, monitoring visits will occur more than once a year. If HUD receives complaints from the community, it will notify the city immediately which then has 15 days to respond.

The issue raised by HUD during Year V monitoring concerned several program functions: public service monitoring; expenditure rates; public housing; rehab; the NSAs; and equal opportunity.

HUD made recommendations relating to all of these issues, most of which resulted in some changes in the Durham program. In public services, HUD commented on several instances of inadequate record-keeping or otherwise insufficient documentation with which to relate program activities to improved conditions with an NSA. Durham subsequently deferred approval of contracts for Year VI until after needs assessments were performed. These assessments have not yet been completed. In rehab, HUD criticized the city for loose control over contracts to ensure their completion and suggested alterations in the rehab finance criteria. Durham responded by instituting a performance bond system for rehab contracts as well as adjusted the income eligibility limits and the total grant amounts.

The concentration of activities within two NSAs was a result of HUD's questioning of Durham's ability to handle an expanded program. HUD has said a great deal about the need for more public housing in Durham. Durham has largely resisted this pressure, but it has recently taken such steps as a citywide survey of suitably zoned vacant lots within the city which could serve as sites for public housing.

In regard to equal opportunity, HUD stressed the need for more female contractors, and the city claims to have been busy seeking out such persons. Finally, HUD urged Durham to participate in the New Horizons program, and the city has already approved this participation. Whether or not most or all of these changes alter the program for the better remains to be seen.

One condition was included in HUD's approval of the Year V budget. This condition concerned Crest Street and it stated that, unless a decision on the location of the highway right of way was reached by January 1, 1980, all Crest Street funds would be reprogrammed. HUD referred to 24CF4 570.311 (F)(3) which provides that conditional approvals may be made if there is evidence that there will be a "lack of substantial progress." A new City Council approved the expressway in November of 1979, and Crest Street funds were eventually reprogrammed in the Spring of 1980. Durham had neither fully resolved the expressway issue nor developed contingency plans for the neighborhood.

For Year VI, two conditions were part of the budget approval. The first condition was that Durham make some minor revisions in and

take steps to implement the HAP within 60 days. This condition appears to have been satisfied. The second condition is more imposing. If Durham does not spend \$2,379,000 in Year VI (\$2,000,000 by May 1), it will forfeit the difference of its expenditure and the \$2,379,000 in the next funding cycle. In addition, Durham is required to submit quarterly progress reports to HUD which cover all activities. Durham is currently tardy in handing in the first report.

HUD has made more general criticisms of Durham's relocation efforts, but this is really another face of the tight housing market and Durham's lack of enthusiasm for more subsidized housing. The Durham Housing Authority, itself a very troubled agency, has a public housing waiting list of over 2,000 persons. There has been no new construction since 1977. In this year's NOFA, HUD has ascribed to Durham 1/2 of the state's allocation of public housing. It is possible that budget approval for Year VII may include a condition that a commitment be made for more public housing. Even if this does not come about, Durham stands little chance of obtaining a UDAG, with which the city has been planning to build a civic center, unless subsidized housing receives greater emphasis.

HUD has clearly adopted a 'get tough' attitude with Durham. This may very well be what is needed to get the program on the right track. Yet some community members express doubt over how much the HUD area office really knows or cares about Durham. To some, it appears that HUD has really just given up on Durham for the present and is content to just sit back and take pot shots at a lame turkey. HUD's response to conditions within two former NSAs,

as described in the next section, supports this contention.

IV. THE NSAs AND FAIR HOUSING

The CDBG program in Durham is currently concentrating its activities in two NSAs: St. Theresa and North Albright/Calvin Street areas. The St. Theresa neighborhood will consume by far the most funds over the next couple of years. No one questions that St. Theresa is in need of as much assistance as it can get from the CDBG program, for housing abandonment and general neighborhood decline is clearly in evidence here. Four separate clearance areas have been designated in St. Theresa. In all, over 100 units will be demolished and over 100 households and businesses will be relocated, while some 200 units in a designated preservation will be brought into code compliance, half of them requiring CDBG grants and 312 loans.

Also of interest in St. Theresa is the fact that both municipal lot purchase and homesteading subsidies were proposed in the 3-year plan as supportive activities. Though it appeared that St. Theresa would serve as a demonstration area for these alternative redevelopment mechanisms, one gets the impression that these programs will be relegated a very minor role, if in fact they are used at all. The Neighborhood Self-Improvement Fund was used only in St. Theresa for assorted minor beautification projects, spending barely over \$2,000. This fund has been discontinued due to objections raised by certain City Council members for reasons not made clear to the public.

The North Albright/Calvin Street area will receive the bulk of the remaining CDBG funds, though the city is less certain how this program will be carried out. Nearly half of the 447 residential units will be rehabilitated using CDBG grants and loans, which will be the predominant activity in the area.

Edgemont

The Edgemont neighborhood has had a tumultuous relationship with the city over the past two years. After finally gaining status as an NSA, it has now been given the interim assistance 'treatment.' As recently as January 1979, the city was seriously considering clearing the neighborhood using CDBG funds, and erecting a city service garage in its place. The city quickly learned that there was in fact a community within Edgemont that wanted to remain as such. It was not until June of 1979 that the city decided that Edgemont would no longer be considered as the site for the service garage. At about this time a HUD representative conducted a brief "windshield survey" of the neighborhood and concluded that it was not worth rehabilitating. After some discussion with the city, HUD consented to spending some money exploring ways in which CDBG funds could be used effectively in the neighborhood. The planning process has been continuing ever since, though immediate funding for program activities is out of the picture.

Edgemont is an investor-owned community. Only 13% of all residential units are owner-occupied, most of the other 87% being

owned by one landlord. Durham's rehab program is weakest in the investor-owner realm, for landlords have had little incentive to face the housing code compliance which accompanies participation in the rehab grants program. Edgemont community leaders feel that this is reason enough for the city to adopt a more innovative and aggressive approach to the redevelopment of Edgemont. Municipal lot purchase and support for tenant cooperatives have been suggested.

One proposal for Edgemont that has received a great deal of attention, due to its magnitude and unique appeal, is the renovation of the Durham Hoisery Mill and conversion into subsidized apartments. This project has already attracted some outside investment (Yankee entrepreneurs) and it is estimated that over 200 residential units plus room for commercial ventures would be provided by this project. But the project's cost, at least \$2,000,000 in CDBG funds, has caused HUD to balk. HUD is very concerned that, having consumed the lion's share of CDBG funding over a couple of years, the new units would stand alone in a neighborhood which would require millions more to redevelop. HUD and the project's supporters are presently accusing one another of displaying circular logic on this matter.

Crest Street

The situation in Crest Street has already been reviewed, but certain items must be highlighted in view of what Crest Street has come to represent to community leaders throughout Durham. First, it must be established that, in spite of the area's demarcation as being in the path of the proposed expressway in the 1960's, the

Community Development Office has repeatedly noted the great need and potential for CDBG-funded activities in the neighborhood. The prospects for successful and comparatively inexpensive rehab have been reported as being very high. Most of the \$955,650 in CDBG funds proposed for use in Year V would go for street repair and paving. But even as the 3-year CDBG plan was being devised, activities in Crest Street were already "on hold," even though the City Council had voted against the expressway in early 1979. Even scheduled housing inspections in the neighborhood were postponed. HUD's conditional approval of Crest Street funding for Year V seemed unwarranted to many community leaders, and contrary to Section 570.311 (F)(3) of the regulations, due to the absence of evidence indicating the likelihood for a "lack of substantial progress" in the area.

Several City Council members, who were elected in November 1979, labelled their own campaigns as "pro-expressway." This was the final straw that prompted HUD to urge the city to reprogram Crest Street funds. Due to shortages in state highway funds, the expressway project has been indefinitely delayed. The remarkably high level of community organization in Crest Street, and the amount of publicity and outside support that has been generated in favor of Crest Street preservation, ensures that the struggle is far from over.

But the city's ambivalence and HUD's position on the issue have caused many in the community to question the viability of the overall CDBG program. Some have surmised that Crest Street is simply "in the way" of the plans formulated by commercial developers

and Duke University. The lobbying efforts of certain segments of the business community have hardly been covert, though few people are aware of the fact that a contingent from this group appealed directly to HUD to not approve Crest Street funding.

Crest Street community leaders recently took matters into their own hands and incorporated as a separate community and will now seek funding on their own from different sources. In their view, the ball is now in the city's court, and they must decide whether they are willing and able to stand up to business interests and the expansion plans of Duke University (which already owns a large chunk of the neighborhood) and to work with neighborhood residents in implementing community development objectives.

Fair Housing

All of the past and present NSAs have been predominantly black. Subsidized housing has not been developed throughout the city to facilitate dispersion of the large numbers of low-income minorities currently concentrated in several pockets within the city. Even moderate-income blacks have reported having difficulty locating housing in moderate-income white neighborhoods.

The Year V budget allocated \$3,790 to the Human Relations Commission (HRC) to investigate discriminatory housing marketing practices being carried out in the city. This was part of a national survey which was testing the need for anti-discrimination legislation. Due to potential bias, the survey could not be made public until after it was completed. For this reason, and because

of some degree of personal mistrust reported to have existed between the HRC director and the city manager, the latter was not informed of this survey.

The city manager eventually learned about the survey and immediately demanded that it be cancelled. Several City Council members became outraged over this survey, claiming that it was a form of persecution of the real estate industry. The survey was shelved.

Also canned in the same year was an Equal Opportunity Task Force for which \$5,500 had been allocated. The Task Force was to survey equal opportunity enforcement programs in other cities, under the 706 referral system, and to formulate recommendations for action to the City Council. The new City Council decided that it was not interested in this project.

An attitude survey was completed which revealed that blacks and whites use different procedures when looking for housing. Whites tend to make initial contact with an agent to find them a home, while blacks tend to drive around and follow up on "for sale" signs.

Participation in the New Horizons Program was endorsed by the HRC and approved by the City Council. A ten-member committee will be selected, which will include some realtors, that will look at a broad range of variables affecting the housing market, including zoning and economic conditions. Some observers have commented that this program is, at best, educational and will not be change-oriented. It is also far less "hostile" to local real estate firms.

V. CONCLUSION

The Durham CDBG program is attempting to emerge from the depths to which it plunged during Year V. Program administrators and staff, most of whom have been with the program for less than two years, are optimistic that there will be drastic changes during the next couple of years. Community leaders are either skeptical or are reserving judgment. In their perspective, administrative bungling may have led the program to its current crisis, but it is the administrator's mindset of what community development is all about that will keep it there. There are still too many 'unwritten agendas' in circulation which ultimately victimize the very people, the people of the low-income community, who possess the desire and the ability to turn the program around.

APPENDIX I

Year V Administrative Costs

<u>Category</u>	<u>Budget</u>	<u>Disbursed</u> (7/9/80)
Rehab Administration	158,850	107,520
General Administration	34,730	18,034
Grants Management	121,130	74,352
Citizen Participation	16,958	5,727
St. Theresa Management	45,100	8,182
Housing Production Facilitator	19,609*	22,675
Computer Service Account	7,000*	6,428
Housing Market Survey	3,790*	-----
Sanborn Maps	2,050*	2,048
Economic Development	36,567*	15,767
Advance NSA Planning	16,958*	16,959
Housing Strategy Planner	16958*	7,670
Polk Data	14,318*	14,317
Historic Preservation Survey	6,850*	5,462
Edgemont Planning	4,500*	2,743
<u>Reclassified:</u>		
Housing Counselor	91,700	74,938
Housing Education	16,950	16,539

*= Planning

APPENDIX II

Year V Budget Manipulations

Crest Street Reallocation: \$955,650

Interim Assistance	100,000
Site Acquisition	100,000
Urban Renewal Completion	259,056
Year IV Rehab	421,087
Year V Rehab	75,497

Entitlement Grant=	2,379,850	
-	680,153	Reprogramming to third and fourth years
	<u>1,699,697</u>	
+	14,072	Program income
+	<u>1,066,651</u>	Prior year funds reprogrammed
	2,780,420	

West Durham Citizen Report on
Revised Alternatives Section to Draft Environmental
Impact Statement on the Durham East-West Freeway I-85 to US 70

Ann Cantor Evelyn, M.D.
West Durham, July 1980

Citizen Report: Contents

Topic	Page
Introduction	1
The Controversy: Planning and Fairness	2
The "Car Culture" and Inflation	2
Peak Traffic and Excess Roadway Capacity	3
Transportation Systems: The 'Home-Work' Trip	4
Draft Environmental Statement: Lack of Trip Analysis	4
Draft Statment: Refutation of Population and Traffic Projections	4
Interaction: Mass Transit Facilities and Auto Use	5
The Transportation Disadvantaged	6
Balanced Planning	6
Summary: Transportation Systems peak load planning	7
Duke Hospital North: New Traffic Counts Mandated	8
West Durham: A residential and work environment	9

Introduction

This report discusses the revised Alternatives section to the revised Draft Environmental Impact Statement regarding the Durham East-West Freeway from I-85 to U.S. 70. * The best alternative and the preferred action to the proposed expressway is alternative 3, (a combination of reduced facilities and public transportation in conjunction with car-pooling and van-pooling.) Park and ride may be easily added to this combination.*

The "combined" alternative is preferable* because it avoids the civil rights issue of roadway construction through the Crest Street Neighborhood, because it is better land use planning, and because it is in keeping with the goals of conservation of oil resources and preservation of environmental quality. It further affords the tax-payers relief and it is an alternative which will preserve transportation services to the greatest possible degree in the event of gasoline shortages or rationing.

Topics also covered in this report are the relationship of traffic peaking phenomena to roadway cost, the impact of mass transit on automobile trip-making, and the special problem of the transportation disadvantaged.* The plight of the poor, young, aged, and physically handicapped in meeting their trip making needs is ignored by the Draft Environmental Impact statement in both its original and revised forms.*

Many individuals have noted the correlation between large roadway projects and suburban flight. As families move to the suburbs the residential tax base of the city declines, following the decline in the quality of the residential environment.

The Controversy: Planning and Fairness

There are basic reasons why the East West Freeway Project is controversial. The struggle is broader than the necessary right of way for the proposed freeway roadbed. At stake are the land use planning for West Durham, transportation planning with a questionable over-allocation of resources to road improvements, and the civil rights of the individuals living in the Crest Street area. The staunchest local advocates of the expressway are the proprietor of a local concrete company and some businessmen and investors. Their financial interests in the matter should put their impassioned testimony about traffic congestion into its proper perspective.

Glaring in their absence from the draft environmental statement are external cordon surveys, origin-destination studies, and quantitation of the substantial numbers of cyclists and pedestrians traveling to and from West Durham employers. Inventories of through traffic, resident trip-making, and non-vehicular traffic are mandated by the Federal Highway Act of 1962. The revised alternatives section does not correct the original basic fault of a lack of accurate raw data on West-Durham trip-making.

The "Car Culture" and Inflation

Another underlying reason for the controversy surrounding the proposed freeway is the uneasy suspicion that all is not well with the "car culture". The perpetuation of transportation planning based mainly on private automobiles has advocates who minimize the inflationary effect of U.S. dollars sent abroad for foreign oil. These individuals also believe that improvements in vehicle mileage are just around the corner. However, the costs of developing improved mileage vehicles are sure to

be passed along to the consumer. The potential adverse environmental impact of synthetic fuels and the possibility of political complications between the U.S. and Middle Eastern oil producers tend to be ignored by those to "believe" in automobile oriented transportation planning.

However, there are transportation planners who have asked about the effect of mass transit on automobile ownership, the distribution of traffic flow around the clock, and about the transportation needs of the elderly. They have made careful study of these issues and their conclusions deserve to be taken into account in our local transportation plan.

Peak Traffic and Excess Roadway Capacity

The periods of greatest traffic density in West Durham conform to the periods of heavy traffic flow documented in "Analysis of Urban Travel by Time of Day" by Gendell. Basically, 40-42% of vehicular traffic occurs from 4-7 p.m. on weekdays. A smaller peak occurs in the morning from 7 a.m. to 9 a.m. This data was gathered in twenty cities of varying size. When there is comment about traffic congestion in West Durham it is basically the afternoon 5 p.m. peak flow which is referred to. The transportation systems management (TSM) approach to solving the peak period congestion is the rational way to deal with traffic density at rush hour.

The cost of highway construction is directly related to the peaking phenomena. This is because the roads are designed for smooth service at the time of maximum traffic density. For twenty-one out of the twenty-four hours the proposed project would greatly exceed the necessary road capacity. The key to Rest Durham's traffic density at 5 p.m. is to utilize alternatives to the individually operated private automobile for the home-work trip.

Transportation Systems: The 'Home-Work' Trip

The home-work trip is especially susceptible to transportation system intervention. The home-work trip has a fixed origin, fixed destination, and usually a set time of day. It is not rational to construct an elaborate and disruptive freeway project when alternatives are readily available to decrease peak period traffic and provide cost savings to commuters. In other words, when paratransit systems decrease the number of vehicles at the peak flow period the total number of roadway lanes needed is correspondingly decreased. It is quite reasonable to expect that with good paratransit facilities one in three rush hour commuters can make his or her trip in a car pool, van pool, park and ride bus, or public transportation. In doing so the individual gets service to the door of the employer, avoids parking fees, and escapes the expense of vehicle maintenance for the commuter trip. The paratransit system only needs to operate for the normal 8-5 work day because at other commuting hours there is no stress on current roadway facilities.

Draft Environmental Statement: Lack of Trip Analysis

The absence of raw data regarding trip analysis in West Durham might easily be corrected by the help of West Durham's major employers: Duke University, V.A. Hospital, and the Burlington Industries. A survey of local residents would reveal the potential for trip consolidation and the numbers of elderly and handicapped people currently not able to meet trip making needs.

Draft Statement: Refutation of Population and Traffic Projections

The statistics from the 1970 census were used to make traffic and population projections. The 1980 census shows the report overestimated the increase

in trips. The Durham City Traffic and Engineering group projected an annual trip increase of 3.2% from the year 1974 to 2000. However, the population increase from 1970 to 1980 was 2.6% which would lead to an annual trip increase of 1.5% at the generous allocation of six trips per person per day. Durham County's population has increased faster than the city proper but the increase is not as great as predicted by the Environmental Impact statement. The 1980 census shows that the household size has decreased from 2.91 to 2.46 persons per household and it again shows that the average age of the population is increasing. A greater proportion of society is in the senior citizen age group and the projected traffic increases should be scaled down accordingly.

An even greater variable than the rate of population increase is the change in trip making habits which is underway. Highway travel was 6.1% less in March of 1980 than in March of the previous year. Local trip making is susceptible to change by trip consolidation, car pooling, increased home entertainment with cable television, and use of public transportation in the event of improved transit offerings.

Interaction: Mass Transit Facilities and Auto Use

The availability of mass transit influences automobile ownership even at middle and upper income levels. In Traffic Engineering, Oct. 1967, Ferrari and Stendle found that auto ownership rates varied with the relative level of service provided between transit and highway systems. The authors carried out household analyses to determine if transit accessibility affects car ownership. The analysis showed a statistically significant relationship

between automobile ownership and transit accessibility..."even when other significant household characteristics of family size and income are held constant." The authors conclude that "a good transit service can affect the auto ownership rate and (that) reduction in automobile travel constitutes a public sector benefit, especially if they result in a reduction of highway construction or operating costs." For some families the availability of mass transit convenient to employment could render the ownership of a second car unnecessary. In 1967 this would have saved an average of \$1300 per family. In 1980 dollars the amount is much greater because of inflation and the increased gasoline costs.

The Transportation Disadvantaged

In the group of transportation disadvantaged individuals the existence of adequate transit alternatives to the private automobile can make the difference between being able to make a trip independently and being unable to do so. It is a sorry comment on our society that an elderly person or one with a health problem which prevents qualifying for a driver's license may be forced into dependence upon social agencies or nursing homes because he cannot get his basic transportation needs met for shopping and medical care.

Balanced Planning

The case for the combined alternative of reduced roadway facilities and paratransit is strengthened further when it is recognized that able-bodied employed persons may depend upon the transit system if automobile driving is curtailed by fuel shortage or economic necessity. It is in the interest to the total community that transportation systems be multifaceted and not biased toward roadway projects.

In an article entitled "Need for Explicit Transportation Planning Procedure" the authors comment that a "...major shortcoming of the planning process...is...in transportation planning for urban areas, inadequate means have been developed for joint planning of transportation and non-transportation facilities and the impact of transportation on land use has not been adequately accounted for...the relative effort invested in detailed planning and engineering of facilities as compared with the overall design of systems is disproportionately large." (Harris and Britton).

With the above criticism in mind it is proper to question the displacement of a neighborhood for a road project which will have the overall effect of causing people to live further from their jobs. The neighborhood associations which oppose the freeway proposal believe that the residential quality will be harmed in Trinity Park, Watts-Hillandale, and Burlington West Durham neighborhoods as well.

Summary: Transportation Systems Peak Load Planning

The best alternative to the expressway is alternative 3 on page 10 of the revised alternatives section. This is the combination of a lesser grade road project (widening Erwin Road) with public transportation in conjunction with car pooling and van pooling. Duke University has already indicated its support for ride sharing in that Dr. W. Anlyan is on a regional board to promote ride sharing. Duke has its own park and ride system using a parking lot at the fringe of the campus and shuttle service to the medical center. Statistics on this would easily be gathered and use of this park and ride shuttle is easy and convenient from personal experience.

The paratransit systems which are part of the combined alternative to the expressway will take the peakoff of the peak load and are thus highly significant. This is because the road capacity is designed around the peak load.

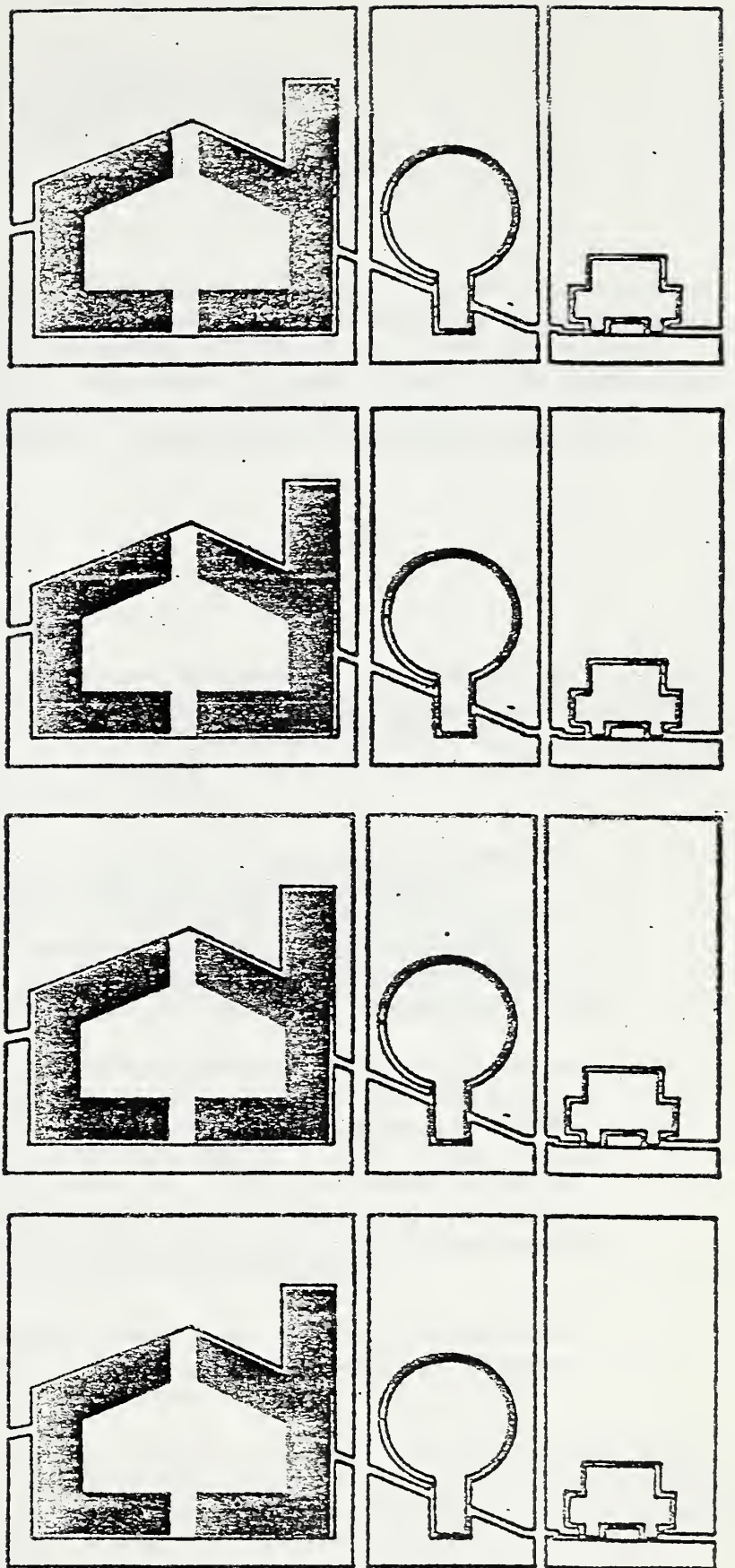
Since 40% of the day's traffic occurs between the hours of 4 and 7 p.m. the decrease in this volume by 30% implies the need for only 2/3 as much lane capacity. Cutting the peak load by 30% is a realistic goal because these are home-work trips. It has many times been noted that it would only require combining the present riders in two cars into one car to decrease the number of vehicles by 50%! With diverse choices of van pooling, parkand ride, and mass transit in addition to car pooling it is a realistic goal to dramatically lower the peak traffic volume.

Duke Hospital North: New Traffic Counts Mandated

The revised Alternatives report from the Dept. of Transportation (N.C.) discusses the alternatives in light of the opening of the Duke North division of Duke Hospital. Duke North is now open. Although not widely appreciated, the Duke North opening represents an increase in bed space of about 10%. This is because a good deal of the old Duke Hospital (Duke South) will be closed. The new bed capacity of 1008 includes the Eye Center and the Cancer Center. The total increased trips expected from 100 hospital beds is 1400 trips per twenty-four hours. This can easily be absorbed by any of the alternatives but is best handled by widening of Erwin Road. It would be valuable to update the traffic counts now that the new hospital is open. Observation does not suggest an increase in traffic congestion.

West Durham: A Residential and Work Environment

Transportation Systems Management is a science which is equal to the challenge of promoting the work environment and preserving the neighborhoods. The controversy surrounding the fate of the Crest Street Community has at times been a bitter one and it is an unnecessary one. The traffic problems, which are minor, in West Durham can be handled adequately and in a more energy-efficient way by combining the reduced roadway facility and paratransit approach to their solution. The land in West Durham which is currently undeveloped in the anticipation of a possible future road project would be much better used to provide moderate density housing near to the three major employers. The existing neighborhoods are intact and in good condition and there is no excuse for disrupting them. In the areas in which housing improvements are needed this can certainly be addressed by the appropriate agencies and individuals.



Community Development Citizen Participation Plan

Proposed
Community Development Program
Citizen Participation Plan
1979 - 1982

I. INTRODUCTION

It is the purpose of this Citizen Participation Plan to provide an organized mechanism for Durham citizens to have an adequate opportunity to participate in an advisory role throughout all stages of the fifth, sixth and seventh (1979 - 1982) years of Community Development program planning, implementation, and evaluation. This plan will be especially directed toward providing substantial representation of minority, handicapped, and target area low-moderate income citizens.

II. CITIZEN PARTICIPATION STRATEGY

A. CITYWIDE CITIZEN PARTICIPATION

1. The Citizens Advisory Committee for Community Development will be the citywide organization to facilitate the Community Development citizens participation process. This Committee will be primarily responsible for ensuring that there is continuity and continuous citizen participation throughout all stages of the:
 - a. Application development which includes the three-year Community Development plan; the identification of Community Development and housing needs and the setting of priorities; the Housing Assistance Plan including the annual housing action program; and subsequent amendments and other changes to the Community Development Plan.
 - b. Monitoring of program implementation. An evaluation instrument shall be made available once per year to each neighborhood council for the purpose of reviewing Community Development program performance. It is expected that this instrument will serve as a guide in determining ongoing Community Development program activities and priorities. The findings of this evaluation shall be presented and discussed with the CAC-CP Sub-Committee.
 - c. Assessment of Community Development program performance, including all public - private agencies and contractors performing Community Development related activities.
2. The present Citizens Advisory Committee's composition is thirty (30) members. There are no requirements which specify that the membership provide for substantial representation of low-moderate income, minority and handicapped citizens. A partial reorganization of the CAC's membership would assure adequate representation of the above population. It is therefore recommended that:
 - a. The composition of the Citizens Advisory Committee continue to be thirty (30) members.

- b. Two-thirds (2/3) of the membership shall be representatives of the total Durham community.
 - c. The remaining one-third (1/3), ten (10) members shall be representatives who are low-moderate income, and residents of existing or proposed Community Development target areas.
 - d. There shall be minority, handicapped and elderly representation.
3. The procedures of establishing the proposed Citizens Advisory Committee's membership composition will be as follows:
- a. Members of the Citizens Advisory Committee shall be approved and/or appointed by the City Council.
 - b. One-third (1/3) of the Citizens Advisory Committee membership shall expire each year.
 - c. At least ten (10) appointments to fill vacancies on the Citizens Advisory Committee in 1978-1980 shall be secured from nominations by existing Neighborhood Councils. Those nominees shall be recommended to the City Council by the Citizens Advisory Committee for membership appointment.
 - 1) At least five (5) representatives shall be appointed in 1978-1979 from nominations by Neighborhood Councils that are active in existing Community Development target areas.
 - 2) At least five (5) representatives shall be appointed in 1979-1980 from nominations by Neighborhood Councils which are in other active or proposed Community Development target areas.
 - d. After the initial two year reorganizational period it shall thereafter be the City Councils responsibility to maintain a Citizens Advisory Committee membership which ensures that there is at least one-third (1/3) representation of low-moderate income citizens and residents of existing Community Development target areas.

B. COMMUNITY PLANNING COMMITTEE

- 1. A Citizens Advisory Sub-Committee entitled "Community Planning Committee" shall be organized to provide a broader scope of citizen participation at the neighborhood level. The CPC shall absorb the functions of the Citizens Advisory Committee's Community Development and Citizen Participation Sub-Committees. The primary purposes of the CPC shall be to work with the City Administration to:
 - a. develop a Citizen Participation plan for the Community Development program;

- b. identify community development neighborhood and housing needs;
- c. identify priorities and formulate Community Development program plans, including the three year housing assistance plan and the annual Community Development program;
- d. monitor Community Development program activities; and
- e. evaluate Community Development program activities and submit findings to the Citizens Advisory Committee and the City Council.

The membership of the Community Planning Committee shall consist of ten (10) members who are elected by the total Citizens Advisory Committee's membership. Five (5) of the ten representatives shall be low-moderate income, minority and/or handicapped citizens. The Chairman of the CAC shall be an ex-officio member and shall be a voting member when there is a tie vote among Committee members.

C. NEIGHBORHOOD LEVEL PARTICIPATION

1. Citizens of existing and proposed Community Development target areas shall be encouraged to conduct neighborhood meetings prior to formal public hearings on proposed Community Development Block Grant application. The neighborhood meetings shall provide a mechanism for the citizens to participate in the preliminary planning process of the Community Development Block Grant application. The neighborhood citizen views, comments and proposals shall be submitted to the Community Planning Committee for consideration no later than the October public hearing. It shall be the responsibility of the City with the assistance of the CAC-CP Sub-Committee to conduct meetings at the neighborhood level in order to:
 - a. solicit neighborhood proposals;
 - b. offer technical assistance and provide information on the citizen participation and planning schedule;
 - c. provide an opportunity for the CPC to review proposals regarding respective neighborhoods; and
 - d. to arrange for follow-up neighborhood meetings.

Neighborhood Council presidents shall be given at least five (5) days notification of these meetings. It shall be the responsibility of the Community Development staff to give reasonable notification of neighborhood meetings to target area citizens. Existing neighborhood organizations will be requested to assist in this notification process.

2. Written responses stating the reason(s) for action taken by the Administration shall be submitted within seventy-five (75) working days upon receipt of written citizen proposals. Whenever practical, responses shall be provided prior to the third (3rd) public hearing at which time the draft Community Development Block Grant

application will be considered.

D. TECHNICAL ASSISTANCE

Technical assistance shall be provided to the Citizens Advisory Committee, neighborhood organizations, and individuals through the resources of the Community Development and Planning staff. Such assistance shall be available for explaining Community Development regulations and plans; identifying local priorities and recommendations for proposed Community Development program activities and providing assistance in developing proposals and statements of views. Limited staff resources and on-going program requirements may at times necessitate concentrating technical assistance in neighborhoods which have been selected for concentrated Community Development activities. Within normal operational and program constraints, an effort will be made to provide technical assistance by staff who are jointly selected by the City and the groups or individuals to be assisted.

III. SOLICITATION OF PROPOSALS

Proposals for Community Development Block Grant funding shall be solicited by mass media, display advertising, church bulletins, a written formal request to residents of existing and proposed Community Development target areas, and citizens at large. This effort shall be concentrated in low and moderate income areas. The formal request shall be made to citizens through neighborhood councils, public and private agencies, and churches located within low-moderate income areas. Notices shall be issued no later than July 31. Deadline date for receiving citizen proposals shall be no later than the second public hearing (October). Notices shall inform citizens of the amount of funds available, and the range of Community Development program activities that may be undertaken and other pertinent program requirements.

IV. FORMAL PUBLIC HEARINGS

Four (4) public hearings shall be held prior to the submission of the Community Development Block Grant application to A-95 Clearinghouses. The first (1st) public hearing shall be held by the City Council Finance Committee in September at City Hall to review Community Development program progress and performance.

A second (2nd) public hearing shall be held by the City Council Finance Committee in October to obtain views and proposals of citizens at the initial stage of Community Development application development, and to identify and establish priorities on Community Development and housing needs.

The third (3rd) Community Development public hearing shall be held by the City Council Finance Committee in January at City Hall, for the purpose of obtaining citizen comments and recommendations on the proposed Community Development Block Grant Plan.

A fourth (4th) and final public hearing shall be held by the City Council in late January at City Hall to obtain citizen views, final recommendations, and City Council action on the proposed Community Development application.

V. COMPLAINTS

The Community Development Administration shall be responsible for receiving and following-up on formal written citizen complaints which are related to Community Development program activities. It shall further be the responsibility of the Administration to provide written answers to citizen complaints within fifteen (15) working days.

VI. DISCLOSURE OF PROGRAM RECORDS AND DOCUMENTS

The City shall provide for full and timely disclosure of its program records and information consistent with applicable state and local laws regarding personal privacy and obligations of confidentiality. Documents relevant to the program shall be made available at the Community Development office at City Hall during normal working hours for citizen review. Such documents include the following:

1. All mailing and promotional material;
2. Records of hearings;
3. All key documents, including all prior applications, letters of approval, grant agreements, the Citizen Participation Plan, performance reports required by HUD, and the proposed and approved application for the current year;
4. Copies of the regulations and issuances governing the program; and
5. Documents regarding other important program requirements, such as contracting procedures, environmental policies, fair housing and other equal opportunity requirements, relocation provision, and the A-95 review process.

Notification shall be given through the local newspapers, stating that the Community Development application has been submitted to the Department of Housing and Urban Development and is available to interested citizens upon request, during the normal working hours - 8:00 A.M. to 4:30 P.M., Monday through Friday - in the Community Development Office at City Hall.

Copies of the Citizen Participation Plan, the proposed and approved Community Development application and the annual Performance Report shall be placed in three (3) locations for review by persons who are low-moderate income and/or handicapped. The three locations shall be:

Public Information Office, first floor, City Hall, City Clerk's Office, second floor, City Hall, and the Stanford L. Warren Branch Library at 1201 Fayetteville Street. Whenever possible copies shall also be provided to suitable target area locations.

VII. PROGRAM AMENDMENTS

Two public hearings shall be conducted for all formal Community Development program amendments which involve the expenditure of more than ten (10%) percent of approved Community Development Block Grant funds; or proposed changes to the initial stated purpose, location or class of beneficiaries of previously approved activities whose cost exceeds 10 percent of the entitlement grant; or the cumulative effect of a number of smaller changes involving new activities which exceeds 10 percent.

The citizen participation process shall provide for both neighborhood level and citywide participation.

Neighborhood meetings shall be conducted with neighborhood councils to obtain citizen views and proposals on proposed program activities that are oriented to target area residents.

The CAC-CP Sub-Committee shall receive neighborhood proposals and citizen views, review and discuss same, establish priorities, formulate recommendations on proposed activities, and submit findings to the full CAC and City Council Finance Committee for further consideration. The Finance Committee shall submit final recommendations to the City Council for approval. The proposed amendment shall be submitted to HUD for approval after Council adoption.

Local option amendments amounting to less than 10% of the Community Development Block Grant do not require prior HUD approval. However, all proposed program changes which require expenditures which are less than 10 percent of Community Development Block Grant funds shall be brought to the attention of the CAC. Time permitting the CAC will be requested to review and make recommendations to the City Council Finance Committee prior to City Council action. If additional citizen participation is determined necessary it shall be the responsibility of the CAC-CP Sub-Committee to suggest the method(s) for citywide citizen participation.

VIII. CITIZEN PARTICIPATION SCHEDULE

DATE	ACTIVITIES	ACTION
April	Nominations by Neighborhood Councils for Representatives to CAC	Neighborhood Councils
*May	CAC Recommendations for Appointment of New CAC Members	CAC
June	Appointment of New CAC Members	City Council
*July	Appointment of CAC-CPC Membership	CAC
July	Agenda Item to Establish Public Hearing Dates, Time and Place	Community Development Staff
July 20-31	Public Notices of Citizen Participation Schedules and Solicitation of Proposals	Community Development Staff
September (2nd Monday)	First Public Hearing: Review of Community Development Program Performance	City Council Finance Committee
September-October	Technical Assistance Provided by Staff to Neighborhood Organizations as Needed	Community Development Staff
*October (4th Monday)	Second Public Hearing: Receipt of Citizen Proposals and Identification of Community Development Program Needs	Finance Committee
November	CAC-CPC Meetings (Development of Final Recommendations)	CAC-CPC and Staff
*December (1st week)	Review of Draft Community Development Block Grant Plan	CAC
December (2nd week)	Completion of Community Development Block Grant Draft Plan	Community Development Staff
December (by 3rd week)	Submission of Community Development Block Grant Plan to Finance Committee	Community Development Staff
*January (1st week)	Third Public Hearing: Review of Draft Community Development Block Grant Plan	Finance Committee

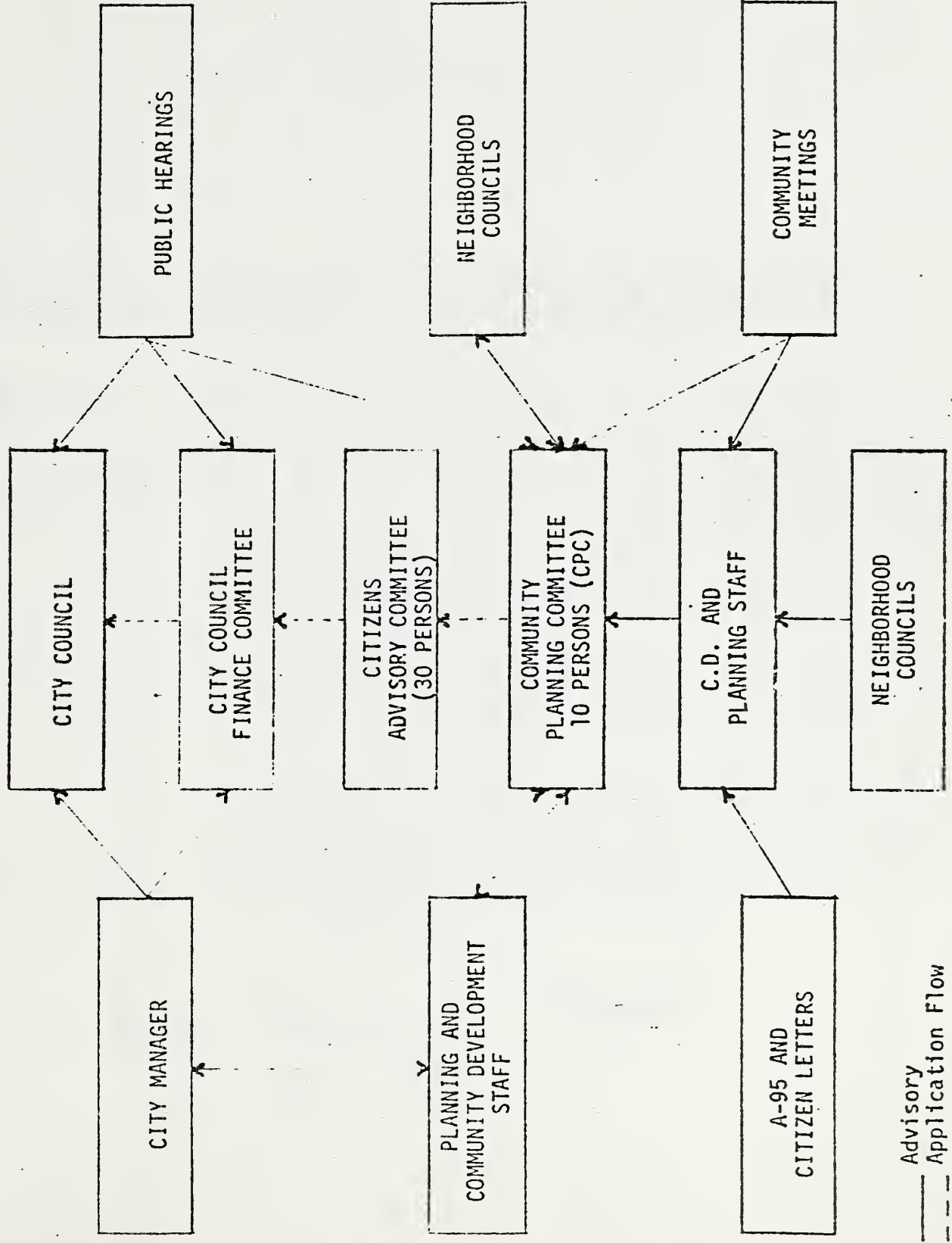
DATE	ACTIVITIES	ACTION
*January (2nd week)	CAC Review of Third Public Hearing	CAC
January (2nd week)	Finance Committee's Work Session	Finance Committee
*January (last week)	Fourth Public Hearing: City Council Action on Plan	City Council

*CAC and/or CPC Representation and Participation Desired.

The Community Development Block Grant application shall be submitted to A-95 review agencies by February 15 and to the Department of Housing and Urban Development by April 1.

CHART 1

ORGANIZATION CHART FOR PREPARATION OF DURHAM'S THREE YEAR
COMMUNITY DEVELOPMENT BLOCK GRANT APPLICATION



Advisory
Application Flow

Study Sent To Council

By ALISON HOWARD
Herald Staff Writer

The City Council's public works committee accepted without comment Monday the report of a Crest Street neighborhood group which concludes that it would be hard to move the area's 200 households as a neighborhood—and impossible to move them as a community.

The committee recommended that the report be placed on the council's agenda for discussion Feb. 5, one week before its vote on the proposed extension of the East-West Expressway. Crest Street lies in the path of the unfinished link from Erwin Road to U. S. 15-501.

The final decision on the road rests with the N. C. Department of Transportation, but state officials

have indicated that the council's vote will figure significantly. If the link is completed, the council has suggested moving residents of the 100-year-old neighborhood *en masse*.

Antonio Booth, a spokesman for the Crest Street Neighborhood Policy Committee, said Monday that the group's goal is to preserve the area not just as a physical neighborhood but as a community capable of regenerating itself for another 100 years.

The policy committee's report expresses concern that:

—The proposed site for the new neighborhood, just south of the expressway, has 15 acres to Crest Street's 54. Residents accustomed to single-family dwellings and garden plots would find themselves a

lot closer together with less ground to till, it says.

—If federal money is available for the move, the relocation plan might not be approved by the Department of Housing and Urban Development. Booth said a spokesman for HUD's legal office has told him the plan would be in for "lengthy procedural hassles."

—Many Crest Street residents are homeowners and may not qualify for subsidized housing of the kind that would be built in the new site.

Booth said those same requirements would wipe out the residential mix that accounts for much of the community's character. He said the scarcity of land and available housing at the new site would make

it impossible for the next generation to stay in the neighborhood.

In other business Monday the public works committee voted to postpone its vote on proposed parking ordinances that would restrict parking in front of Fayetteville Street businesses and homes and increase the flow of traffic from two lanes to three.

After several businessmen voiced their opposition to the ordinances ("You brought in urban renewal and ran us out of business once," said one. "Don't run us out of business this way."), Councilman C. E. Boulware moved for the appointment of a subcommittee to visit the area and meet with several business and property owners before a committee vote.

Durham Morning Herald

01 - 30 - 79

DATE 12-11-78

Crest Street Status Report Draws Fire

Related Story On 1B

By BETTY W. MUSHAK
Herald Staff Writer

The Crest Street Neighborhood Policy Committee met Sunday with two members of the city's planning department to air committee members' distress over a report prepared by the department.

The committee also decided to prepare a brief message for members of Durham City Council that will be on the council member's desks before tonight's public hearing on the East-West Expressway extension, the project that may displace the Crest Street neighborhood.

The planning department report that was sent to council members Thursday discussed the status of the Crest Street Neighborhood Preservation and Rehousing Program Study. A cover letter from City Manager Dean D. Hunter Jr. to the council said the report was only intended to provide information.

Alice Ratliff, lawyer for the Crest Street neighborhood residents, told city Planning Director Dexter Smith and Hugh Rollins of the planning department that the residents are most concerned about the report's impact on future efforts to save the neighborhood.

Because the report talks about relocating the residents as a group to nearby land, "we're concerned that the council not hear testimony that implies the Crest Street problem is gone. It's just not true," Ms. Ratliff said.

Smith said his department

will cooperate in getting the policy committee's statement typed for the council members before tonight's hearing.

The city manager and Smith agreed to delete from the report words that implied the city's rehousing of the neighborhood would maintain the community.

Specifically, that section of the status report read, "With the information collected to date, it can be concluded that the City can provide the physical and human resources necessary to rehouse the Crest Street Neighborhood as a community." The words "as a community" were dropped.

A major concern expressed by the committee at Sunday's meeting was that the direct report from the city administration to the council was a departure from past practice on Crest Street matters.

The policy committee, the Citizens Advisory Committee and the Crest Street Task Force were not consulted before the report went to council members. The policy committee includes neighborhood residents, three city council members and members of the task force.

"All were surprised and upset

to see this report," Ms. Ratliff said.

"We're concerned with the overall impact, how the status report was prepared," said Willie Patterson of the Crest Street Neighborhood Council. "We're concerned with how deceiving it is, however good the intentions were... You can condition people's minds to believe (what hasn't happened yet)."

A state of the goals of the earlier Crest Street Neighborhood Preservation will be part of the material going to council members tonight, Ms. Ratliff said.

The community has no problems with the findings of the survey that are in the status report, Ms. Ratliff said. The problem comes with the report's conclusions, she said. There are real questions of whether a relocation plan would qualify for several possible sources of financial aid.

Council member Bill Smith, a member of the policy committee, agreed with the assessment of potential problems in getting money from several federal housing programs because the Crest Street neighborhood is segregated. Virtually all its residents are black.

The councilman also said he was concerned that the report had not gone through the task force and the policy committee, as well as the potential implication that "folks in Crest Street have had all their problems solved" through the possible relocation.

The policy committee scheduled another meeting for Saturday, Dec. 16, at 9 a.m. and will invite members of city council to attend.

Pope Invited

VATICAN CITY (AP) — Pope John Paul II indirectly acknowledged on Sunday an invitation from Egyptian President Anwar Sadat to pray on Mount Sinai but said "at least for the moment I cannot make this pilgrimage."

Durham Morning Herald
December 14, 1978

CREST STREET NSA

I. Previous Relationship to the CDBG Program

The Crest Street area, which has been a housing rehabilitation target area in previous Community Development Block Grant program years, is expected to be seriously impacted by the construction of the proposed East-West Expressway extension. As a result of anticipated construction, the area will face major losses of some of the neighborhood's best housing, being divided by major transportation barriers and made subject to intense land use pressures resulting from the locational advantages associated with expressway interchanges and institutional/commercial development opportunities.

In January, 1978, the Durham City Council directed the City Administration to prepare a plan for rehousing the residents of the Crest Street neighborhood "as a community." The fourth year CDBG program included \$160,000 for land acquisition in this regard. Since that time, the Division of Planning, with assistance from the staff of the Assistant City Manager for Community Development, has been actively developing a plan to meet the City Council's directive. Various previously approved activities from prior CDBG program years have remained "on-hold" as a result of a moratorium on Crest Street activities, pending a decision on the proposed East-West Expressway.

In January 1979, the City Council Finance Committee requested an alternative plan for preservation of the Crest Street neighborhood be considered, pending Council decisions concerning the proposed extension of the East-West Expressway. This NSA description reflects a preservation strategy for the neighborhood.

If it is determined that the East-West Expressway is not to be extended, completion of rehabilitation activities and public improvements (e.g. curb, gutter, paving of streets and park improvements) can be financed from these and prior year CDBG Crest Street allocations and from anticipated, surplus funds from prior CDBG program years.

2. Neighborhood Characteristics

The Crest Street neighborhood consists of approximately 175-200 households, depending on vacancies and the definition of the neighborhood boundaries. Nearly all the households are black, and most are of low and moderate income. In addition, there is a relatively high proportion of elderly and disabled persons. The New Bethel Baptist Church is one of the primary institutions of the neighborhood serving not only the religious but the social needs of the community. A large number of the employed Crest Street residents work in close proximity to their residences. The major employers of the residents are Duke University, Veterans Hospital and Burlington Industries. The closeness of home and work place enables the residents to walk to work or use public transit conveniently.

Based on the proposed NSA neighborhood boundaries (these represent an expansion of the current housing rehabilitation target area boundaries), the following housing ownership and condition characteristics exist:

COND	1	2	3	4	5	TOTALS
OO STRUCT.	4	9	10	8	-	31
OO UNITS	5	9	12	8	-	34
IO STRUCT.	2	33	26	45	10	116
IO UNITS	6	112	45	88	23	174
TOTALS	6	42	36	53	10	147
	11	121	57	96	23	208

3. NSA Objectives

a. Long Term Objectives

The long term objective of concentrated, coordinated CDBG activities is to upgrade the quality of life in the Crest Street NSA through neighborhood preservation. It is believed that the contemplated improvements in housing conditions, the correction of public improvement deficiencies and the provision of public service activities necessary and appropriate to the physical development effort will result in substantial, long term improvement for community residents.

b. Short Term Objectives

Of the 147 residential structures located within the Crest Street NSA (this includes Elder, Elba and Elf Streets within the NSA boundaries), it is expected that all dwellings will be brought into compliance with the Minimum Housing Code. It is projected that 55-60 residential structures, or approximately 40 percent of housing stock, will be rehabilitated with CDBG grant and loan/Section 312 loan assistance. Investor participation in either the Section 8 Existing Housing Moderate Rehabilitation or Section 8 Substantial Rehabilitation programs could further increase this quantitative objective.

It is further projected that with the exception of approximately 10 structures considered likely to be vacated/closed and/or demolished in response to systematic code enforcement, the balance of the housing stock will be repaired without financial assistance.

4. Physical Improvement Programs

a. A systematic housing inspection program will be conducted; this will involve new inspections of housing in the Elder, Elba, Elf Street area, as well as updating of inspection reports prepared when the Crest Street area was first systematically inspected as a CDBG target area.

b. Rehabilitation Assistance Programs

Rehabilitation Assistance Programs responsive to the range of housing conditions and ownership situations are proposed, including the following features:

1. Owner Occupant Outright Rehabilitation Grant

The City will provide rehabilitation grants of up to \$7,500 to eligible owner occupants of rehabilitable properties within the NSA area, per the current requirements of the City of Durham Rehabilitation Financing Handbook.

2. Owner Occupant Matching Rehabilitation Grant

4/10
The City will provide matching rehabilitation grants of up to \$3,575 to eligible owner occupants of rehabilitable properties within the NSA area, per the current requirements of the City of Durham Rehabilitation Financing Handbook.

3. Investor Owner Matching Rehabilitation Grant

4/10
The City will provide matching rehabilitation grants of up to \$3,575 to investor owners of eligible, rehabilitable properties within the NSA area, per the current requirements of the City of Durham Rehabilitation Financing Handbook.

4. Section 312 Loan Program

The City will process loan applications for Section 312 loan assistance (3 percent interest, term of up to 20 years). Because of the irregular flow of Section 312 loan resources and the shifting priorities set for such loan assistance by HUD, the City proposes to supplement the availability of low cost, long term rehabilitation loan assistance (especially for investor owned properties) by establishing a loan fund with Community Development resources.

5. Community Development Block Grant Housing Rehabilitation Loan Program (proposed)

The City would provide loans at 3 percent interest for a term of up to 20 years for housing rehabilitation within the NSA to owner occupants not eligible for outright or matching grant assistance, and when Section 312 loans are unavailable, for the property

owner share in owner occupant grant/loan, owner occupant matching grant and investor owner matching grant cases. Processing of loans would be modeled after Section 312 loan procedures. Loans would be secured by a deed of trust. A local bank would be sought to originate and service such loans.

6. Demolition Grant

The City will provide a demolition grant of up to \$1,200 to eligible owner occupants within the NSA area whose property cannot be rehabilitated or which is ordered to be demolished and removed by order of the City Council.

7. Limited Relocation Payments

The City will provide financial assistance, to those households displaced from dwellings ordered by the Council to be vacated and closed/demolished and removed, in the form of a dislocation allowance (\$200) and either a fixed moving expense payment (\$150) or payment of actual reasonable moving expenses, per the recently authorized limited Relocation Payments Programs. Such persons (if otherwise eligible) will also be extended preference in admission to assisted housing and preference in the issuance of Certificates of Family Participation in the existing housing assistance payments program.

c. Proposed Public Improvements

Proposed public improvements will include installation of standard paving, curbs and gutters and water and sewer adjustments on Crest, Jordan, Beacon, Corbun, Bass, Nassau, Barnum, Ringling, Neal, Shirley, Cycle, Pettigrew and Fulton Streets and Pratt Avenue.

It is considered unlikely that the existing street network can accommodate standard sidewalks because of narrow right-of-way and the location of residential structures on individual lots; chatwalks, as needed, will be further considered upon the advisement of the Crest Street Task Force.

Land acquisition and site development of recreation facilities are to occur; the most recently considered site is located on the south side of Crest Street, west of Bass Street.

5. Related Programs

Both the recently proposed (HUD) Section 8 Existing Housing Moderate Rehabilitation Program and the Section 8 Substantial Rehabilitation Program are considered to be appropriate for utilization in the Crest Street NSA. The former program, as proposed at this time, allows for "targeting" of assistance; the Durham Housing Authority and the City of Durham will consider the Crest Street NSA in the joint development of any application (as described in Section 882.503 of the proposed rules) for a Section 8 Moderate Rehabilitation Program. The Section 8 Substantial Rehabilitation Program is highly applicable to the Crest Street NSA, which contains a good deal of deteriorating, multiple family housing. That portion of the NSA where such housing is located (e.g. Pratt Avenue) is considered to be a "first priority" area in the General Location Considerations (Substantial Rehabilitation) section of the HAP.

6. Public Services

Public services to be carried out in support of the physical improvement effort will include: availability of an assigned Housing Counselor and Housing Counselor Aide; Neighborhood Self-Improvement Fund allocations; opportunity for participation in the Housing Education Program; targeted services of the Coordinating Council for Senior Citizens (e.g. West Durham Center, minor home repair, home modifications to accomodate the handicapped in-home services and NSA program coordinator); recreation programs.

7. Implementation Schedule

a. Housing Inspection: initiate in July 1979 and estimated to require a minimum of 60 man days.

b. Rehabilitation Assistance Processing/Execution: initiate simultaneously with the flow of case referrals from the Inspections Division and estimated to occur over a period of three program years.

c. Public Services: to be initiated in July of 1979 and to be continued, at a minimum, during the physical improvement period.

d. Public Improvement: design to occur during summer/fall of 1979 with early 1980 bidding/contract award and spring/summer 1980 construction.

8. Anticipated Resources Required

a. Rehabilitation and Related Assistance

<u>TYPE</u>	<u>TOTAL #</u>	<u>CDBG TOTAL \$</u>	<u>SECTION 312</u>
OO grant/match grant	10	\$ 55,000	\$62,500 (10)
IO match grant	30	112,500	
IO loan	30	112,500	
LTD. Relocation	20	<u>7,000</u>	
REHAB SUB-TOTAL		\$287,000	

b. Public Improvements

1. Street paving (curb, gutter, paving and water and sewer adjustments)	\$ 741,500
2. Park acquisition and development	<u>46,000</u>
PUBLIC IMPROVEMENT SUB-TOTAL	\$ 787,500
PHYSICAL IMPROVEMENTS TOTAL	<u>\$1,074,000</u>

c. Public Services

proportional allocation

The procedure for proportional assignment of cost sharing for public service activities between prior year target areas (where public service activities may be continued during the coming three year period) and proposed NSA's has not yet been developed; however, funds for all proposed public service activities, in total, are provided for in the alternate proposed Community Development and Housing Plan (1979-82). The public service activity represents required resources, in the following amounts: \$15,500 (1979-80), \$16,200 (1980-81), and \$17,000 (1981-82).

d. Rehabilitation Administration

5 12 - 18 7
6 - 18 2

The procedure for proportional assignment of cost sharing for rehabilitation assistance administration among proposed NSA's and the proposed Citywide Spot Rehabilitation program has not yet been determined.

9. Resources Available

In addition to the \$317,500 allocated to the Crest Street NSA in the other, alternative Community Development and Housing Plan (1979-82), the following resources are available:

- \$ 31,000 (Program for Progress park allocation);
- 15,000 (3rd year CDBG park allocation);
- 160,000 (4th year CDBG land acquisition allocation);
- 395,500 (reprogrammable funds from first, second, and third year CDBG budgets);
- 155,000 (5th year contingency funds available)

These amounts total \$1,074,000, in other alternative Community Development and Housing Plan, sufficient to cover all physical improvement costs listed previously.

Thus, providing the resources to undertake this alternative approach to the Crest Street NSA can be accommodated by minor budget revisions to the other alternative Community Development and Housing Plan (1979-82) made in tandem with an amendment to prior program year budgets. A revised Community Development and Housing Plan budget (1979-82), reflecting the Crest Street preservation alternative, is attached, as well as a summary of the reprogramming of prior year funds.

10. Role of Neighborhood Organizations

A Citizen Participation Plan was prepared in June, 1978 for Crest Street replacement housing activities. The adopted plan charged a policy committee, consisting of 3 representatives of City Council (Mr. Hunt, Mr. Smith, and Mr. Hudson), 3 Crest Street residents and one Citizen Advisory Committee member, with the responsibility of formulating policy recommendations to be referred to the Public Works Committee of City Council. It is anticipated that the Crest Street Task Force will function similarly with regard to a neighborhood preservation program.

11. Relationship to HAP

Proposed HAP goals reflect projected rehabilitation to be accomplished with the Crest Street NSA through CDBG resources as well as other forms of HUD assistance which may be utilized within the Crest Street NSA, namely, Section 8 Existing Housing With Moderate Rehabilitation and Section 8 Substantial Rehabilitation.

D. Public Service Activities

1. Housing Counseling

The Housing Counselor Program has served individuals living in housing rehabilitation target areas, and focused primarily on the resolution of housing related problems. Clients have been identified by community survey, referral from the Inspections Division, community agencies, counselor aides based within the target areas, or the Redevelopment Commission. Services have included informing homeowners of housing assistance programs, housing rehabilitation counseling, assisting residents in relocating to standard units, referral to appropriate community resources when indicated, and helping residents organize community projects.

It is anticipated that four NSA's will be served during the fifth, sixth, and seventh year of Durham's Community Development Block Grant Program: Crest Street, St. Theresa, North Albright/Calvin Street and Edgemont.

Staff will consist of one Housing Counselor Supervisor, four Housing Counselors and 7 housing counselor aides. The team of Housing Counselor and Aide for each NSA will also play an expanded role for neighborhood level citizen participation activities. Aides from three prior areas will be retained and will assist the counselors in the implementation of projects suggested by the community, for which Neighborhood Self Improvement funds will be available. The prior areas include Morning Glory, East End, and South Bragtown. The proposed Housing Counseling budget is as follows: 1979-80 (\$103,800); 1980-81 (\$108,450); 1981-82 (\$113,400).

2. Community Housing Education

The Housing Education Component plans to train approximately sixty (60) facilitators during each of the next three program years. Sessions will be held at City Hall and will inform facilitators of agencies and resources available in Durham. The sessions will also allow facilitators and aides an opportunity to identify their own neighborhood concerns and needs. Facilitators will work closely with the aides in their respective areas in organizing community activities and projects. Neighborhood workshops will be held, the content of which will be determined with citizen input. A Simple Home Repair Course will be taught in prior year target areas on a systematic basis with a tool lending library to complement the training process. The proposed Community Housing Education budget is as follows: 1979-80 (\$16,950); 1980-81 (\$17,750); 1981-82 (\$18,750).

3. NSA Self-Improvement Fund

A Neighborhood Self-Improvement Program is proposed to be administered through the Housing Counseling Component. Funds are proposed to be used for materials and equipment purchase and/or rental. The Housing Counselor assigned to each NSA will organize and coordinate implementation of self improvement activities, working very closely with area residents. Some of the activities anticipated

include exterior painting of houses, vacant lot clearance, ditch clearance, tool lending, lot beautification & maintenance, winterization, street tree planting and other eligible activities requested by NSA residents. The proposed NSA Self Improvement Fund budget is \$25,000 during 1979-80 and \$30,000 per year during each of the latter two program years in the 1979-82 program period. This allocation provides \$5,000 per year for the Crest Street, St. Theresa, North Albright/Calvin Street and Edgemont NSA's, \$5,000 per year for housing rehabilitation target areas from prior program years, and \$5,000 per year during the 1980-81 and 1981-82 program years for advance planning NSA's.

4. Edgemont Community Center

The Edgemont Community Center has provided counseling, youth advocacy, academic skills tutoring, and in-school supportive services, as well as special projects and activities for youths in the Edgemont-Few Gardens area (Morning Glory target area). These programs have been funded by CD for the past three years.

Community Development support for the Edgemont Center is proposed to increase from the current allocation of \$50,000 for 1978-79, to \$55,000 for each of the three program years in the 1979-82 program period, with emphasis in program activities (supported through CD) shifting from Morning Glory Housing Rehabilitation Target area residents to Edgemont NSA residents.

5. Hassle House

The purpose of the proposed program is to organize youth residing in the St. Theresa NSA in various educational/recreational activities with emphasis on training area youth to organize themselves. The proposed budget for the NSA youth coordinator position is as follows: 1979-80 (\$15,000), 1980-81 (\$16,000) and 1981-1982 (\$17,500).

6. Coordinating Council for Senior Citizens

a. Minor Repair Program and Home Modification for the Handicapped

The Coordinating Council for Senior Citizens has operated a minor home repair program serving elderly residents of Community Development target areas. Community Development funds have supported salaries and operating expenses of the program, which has provided free home repair services to residents who purchased their own materials. The repair crews have done carpentry repair, minor renovation, and a limited amount of plumbing and electrical repair. The crews have also installed grab rails, widened doorways, and made other physical alterations to the homes of physically handicapped or disabled persons. Modifications are made upon the recommendation of physical therapists in association with the Graduate Program in Physical Therapy of Duke University.

The Home Modification for the handicapped component of the program is proposed to continue at the same level funded in prior years (\$2,440) during each of the three program years in the 1979-82 program period.

G. GRANT ADMINISTRATION

The Community Development staff coordinates the planning, implementation and monitoring of the Community Development Block Grant program. Five permanent positions exist at this time: the Assistant City Manager for Community Development, a Program Administrator (reclassified from an Administrative Assistant II), an Administrative Assistant II (reclassified from an Administrative Assistant I), a Planner III and a Clerk-Typist. It is proposed that the Community Development Block Grant funded Planner II (Citizen Participation) that is currently on the Planning Division staff, be shifted to the Community Development Block Grant grant administration staff and budget.

A new position, Housing Production Facilitator is proposed. The Housing Production Facilitator will principally serve as project administrator of the Crest Street NSA Replacement Housing Program and is budgeted for therein; at the same time, the technical expertise of this position should serve as a resource for the Project Administrator of the St. Theresa NSA. The position is anticipated to serve to further HAP goals, specifically in the area of new and substantially rehabilitated, assisted housing production (e.g. liason with developers, organizational and technical assistance to non-profit assisted housing sponsors, etc.). The budget amount for this position, including miscellaneous expenses (e.g. supplies, mapping, reproduction, etc.), is \$22,600 (1979-80), \$23,600 (1980-81) and \$23,800 (1981-82). This amount is reflected in the administrative budget listed below.

The proposed grant administration budget, including salaries, fringe benefits and non-personnel costs is as follows: 1979-80 (\$149,500), 1980-81 (\$155,475) and 1981-82 (\$185,550).

CREST STREET NEIGHBORHOOD

Relocation Project

This preliminary review is intended to evaluate the feasibility of the proposed project, and to identify policy guidance required of the City Council; prior to proceeding with additional planning.

Project Objectives

1. To relocate the residents of the Crest Street neighborhood to a site within the immediate Crest Street vicinity.
2. To complete this relocation activity, at least for those residents within the right-of-way of the proposed extension of the East-West Expressway, prior to construction of the expressway.

Area Description

Location: The Crest Street neighborhood is located in the western portion of the City, north of the Duke University and V.A. Hospitals, south of the Southern Railroad Line, and west of Trent Street. See attached map.

Size: The project area contains approximately 74 acres.

Development and Density: This area contains 194 households. Approximately 55 percent of the area is developed in residential use. Other land uses include a church, a cemetery, a small store, a power substation, the old Crest Street school (now owned by Duke and used as a storage facility), and a tot lot and ballfield. These uses occupy roughly 10 percent of the area, with the remaining 35 percent undeveloped.

74
55
10
14

Housing Characteristics: The area is predominantly single family detached housing; with some duplex structures and several single story multifamily apartments. Much of the housing is in a deteriorating condition. About 16 percent of the households are owner occupied.

Impact of Expressway Construction: The expressway will take approximately 61 percent of the current households, including 63 percent of the owner occupied households. A majority of the standard dwellings lie in the path of the expressway. The store, church, tot lot, basketball courts, and part of the ballfield also lie in the expressway right-of-way. Approximately 55 percent of the developed land area will be taken.

Proposed Relocation Site

The Crest Street neighborhood does contain a fairly large tract which is almost totally undeveloped. This lies to the west of the existing development. Advantages of this site are:

1. It is in the same neighborhood and would eliminate problems associated with adjusting to a new community, community problems, schools, etc.
2. It is almost totally vacant. Seven occupied dwellings are now located on the site.
3. It has access to Fulton Street, Erwin Road and LaSalle Street.
4. It is primarily in single ownership. *whose?*

Disadvantages are:

1. Noise levels from Erwin Road may require special construction features, or eliminate use of a portion of the site.
2. Depending on the site plan adopted, some existing single family houses not in the path of the expressway may have to be acquired and moved or demolished.
3. This is a smaller land area than the existing developed portion of Crest Street; resulting in an increase in density from about four units per acre to roughly seven units per acre.
4. A large portion of the site is sloping. (This also applies to the existing developed area.)

Estimated Project Costs

Projection of costs for this effort include calculations for property acquisition, appraisals, relocation expenses, demolition, public improvements, legal expenses, and administration. Many assumptions have been made which may or may not stand up as a result of actual experience. A range of potential costs has been developed based on the following:

1. Property Acquisition. Low figure based on tax value, high figure based on 120 percent of tax value.
2. Relocation Expense. Low figure based generally on experience in the Willard/Cobb project. High figure based on maximum permitted by law (includes five units which are currently vacant).
3. A fixed amount was used for appraisals, demolitions, and public improvements.
4. A range for legal expenses was based on no court costs for the low figure plus 10 percent of acquisition expense for a high figure. Other assumptions included title searches, closing costs and a retainer.

5. Planning and Administration was assumed at the rate of 10 percent and 20 percent of the low and high total cost.

The resulting range of costs is broken down as follows:

	<u>Low</u>	<u>High</u>
Property Acquisition	\$ 405,540	\$ 486,648
Appraisals	24,900	24,900
Relocation Payments	200,250	380,000
Demolition	39,900	39,900
Public Improvements	478,100	478,100
Legal	19,975	68,640
Administration	<u>116,867</u>	<u>295,638</u>
Total	\$1,285,532	\$1,773,826

It should be noted that this estimate does not include any possible revenue from land sales, or costs associated with housing construction.

TABLE I.

HOUSEHOLD DATA

<u>Crest St. Sub-areas</u>	<u># of Occupied Dwelling Units</u>	<u># of Owner Occupant Households</u>	<u># of Renter Occupant Households</u>
Crest St. Community	194	32	162
a. Expwy. ROW	(137)	(20)	(117)
b. Outside Expwy. ROW	(57)	(12)	(45)
S.E. section	157	1	156
Total	351	33	318

TABLE II.

ACREAGE AND DENSITY
BY SUB-AREAS

<u>Crest St. Sub-Areas</u>	<u># of Acres</u>	<u>Present Dwelling Unit Densities (dwelling units/acre)</u>	<u>Dwelling Unit Densities After Relocation (dwelling units/acre)</u>
Crest St. Community	±46.2	4.0	7.0 ?
a. Expwy. ROW	(±26.9)	5.1	5.2
S.E. section	±12.5	12.5	12.7
Relocation site	±27.5	.25	--

*Numbers in parentheses represent totals for sub-areas of the total community (i.e. Expwy. ROW and Outside Expwy. ROW).

Planning and Policy Considerations

The information obtained thus far indicates it may be possible to achieve the stated objectives. Several factors must be developed in greater detail before a definite determination can be made. Also, the staff needs guidance and approval for the course of action to be followed. The staff proposes to proceed with the detailed planning required and brings the following factors to the Committee's attention for consideration and direction to the staff.

Area Boundary: The staff has defined a boundary for the Crest Street neighborhood based on our knowledge of the area. The statistics and cost estimate discussed in this report do not include a concentration of apartment buildings situated in the southeast quadrant of the community. This area contains an additional 157 dwelling units and some commercial structures. Inclusion of this multiblock area would increase project cost by over a million dollars, and would likewise increase the density of the relocation site. The staff leans toward excluding this area from the plan, but proposes to leave our options open until more detailed investigation can be completed. } S.E. section

Relocation Site: The vacant site within the general Crest Street area appears to be the most desirable from the standpoint of attempting to minimize the trauma of relocation, as well as other considerations. There are other potential sites near the 15-501 By-Pass and on urban renewal property. Consideration of the relocation site is a matter in which the Crest Street citizens need to be involved. The staff generally favors the on site location but proposes to identify other possible sites for consideration by the Crest Street citizens. what

Citizen Participation: Involvement of the Crest Street citizens will be an important element of the planning and implementation of this project. The staff anticipates more extensive and intensive involvement with these citizens than in any project previously undertaken by the City. In this context, a formal citizen participation format is being developed. The staff intends to initiate discussions with the Crest Street neighborhood in order to continue the general planning effort, identify a reasonable citizen participation process, and begin to establish neighborhood priorities. The staff feels that formal involvement of the Crest Street residents in this project does not restrict them from concurrently pursuing other alternatives. However, if this project is to be concluded on a timely basis the residents must be involved in a representative manner from the beginning. The staff will present a formal citizen participation plan to the Council for approval in the near future.

Property Consolidation: Approximately 30 percent of the dwellings and 60 percent of the land within the project area lie outside the proposed expressway right-of-way. This property must be consolidated under the control of the City in order to achieve the stated objectives.

are these
feasible

Several alternatives may be available to the City to accomplish this, including state urban renewal, community development or housing authority statutes; voluntary sale and purchase; donation; land exchange; or some other approach. The staff intends to pursue investigation of these alternatives and bring a recommendation to the Council for approval.

4137 Planning Office

Coordination of Housing Development: This effort will require a broad range of activities including preparation of preliminary site plan concepts in order to convey the range of development alternatives to Crest Street residents; research and identification of housing resources such as non-profit organizations, Section 8, public housing, private for profit, home ownership, and Community Development housing of last resort; socio-economic analysis of residents to determine market range of housing to be developed; short and long term marketability of housing; potential coordination of general site layout with residents and the developer; identification of required public improvements; other. This will require a broad range of design and housing expertise which we feel can be handled, at least for the time being, by the staff.

Environmental Review: A preliminary review indicates some noise problems which need further investigation. The final site selected for relocation will be reviewed in detail, when the site selection decision is made.

Financial Options: The staff will evaluate other financing mechanisms such as the Urban Development Action Grant, Section 8 housing subsidies, and public housing, as a means of funding this project.

Coordination with the State Department of Transportation: The staff has already begun discussions with the State. We will maintain continuous coordination with the Department of Transportation in order to be aware of any changes in plans, to ensure our schedules coincide, and to provide consistent information to Crest Street residents.

Conclusions

It appears that the various planning activities necessary to implement the program will be completed by mid to late summer. Identification of a housing developer may easily take longer, but we should know what housing option we want to pursue.

If the Crest Street residents totally oppose this program the Council may be faced with the options of proceeding independently with an effort to provide replacement housing, or abandoning the project entirely.

The City currently has two activities underway in the Crest Street area which will be affected by this program. They are the provision of housing rehabilitation assistance and planning for a proposed park. The staff intends to defer any additional activity on these activities indefinitely, or until some significant change occurs regarding timing of expressway construction. Planning for a park would be included in preparation of design concepts for the relocation site.

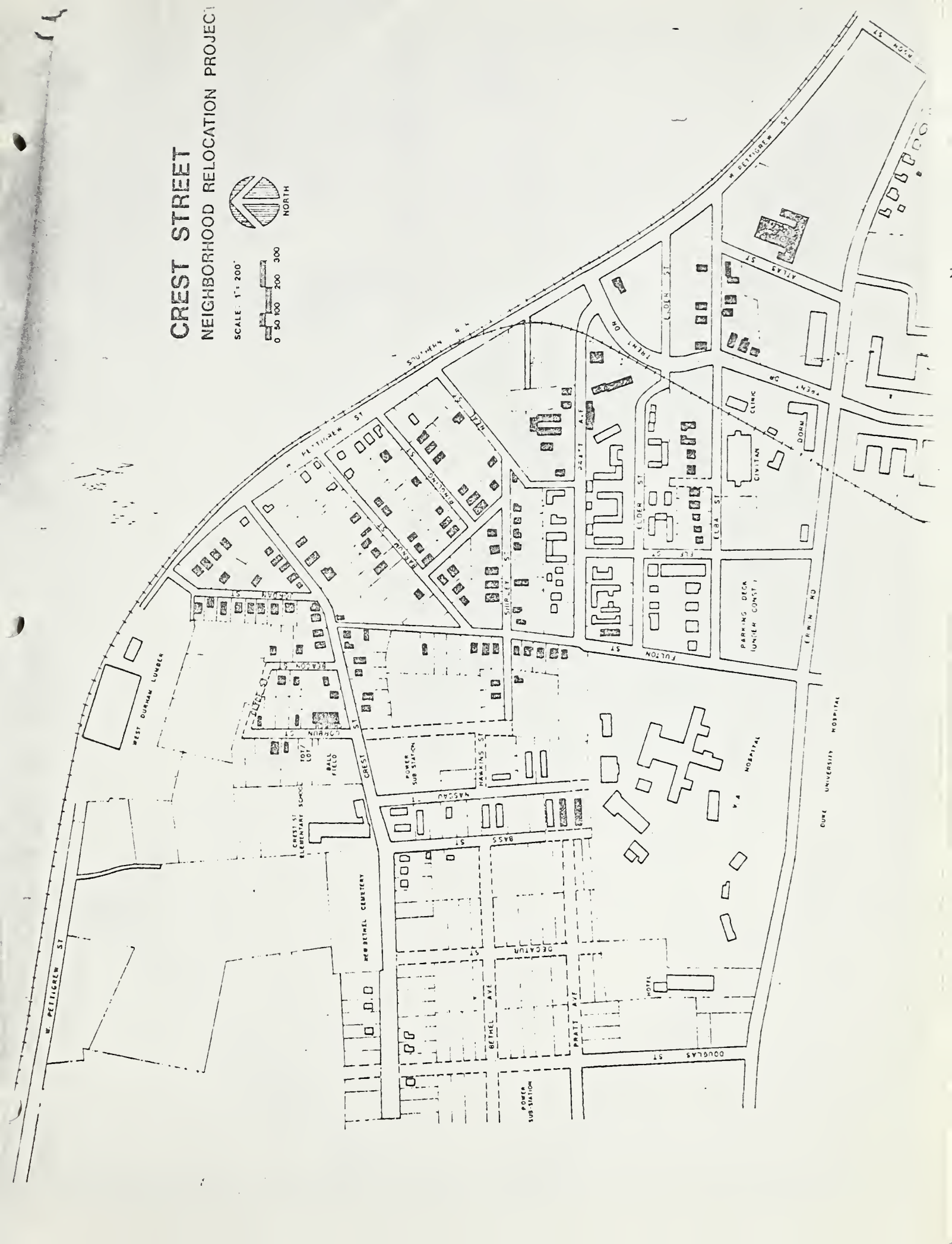
The staff intends to bring periodic status reports and requests for policy decisions to Council as necessary. A tentative deadline for completion of the planning stage is set for mid to late summer.

CREST STREET

NEIGHBORHOOD RELOCATION PROJECT



SCALE: 1" = 200'



CREST STREET NEIGHBORHOOD

Relocation Project

This preliminary review is intended to evaluate the feasibility of the proposed project, and to identify policy guidance required of the City Council; prior to proceeding with additional planning.

Project Objectives

1. To relocate the residents of the Crest Street neighborhood to a site within the immediate Crest Street vicinity.
2. To complete this relocation activity, at least for those residents within the right-of-way of the proposed extension of the East-West Expressway, prior to construction of the expressway.

Area Description

Location: The Crest Street neighborhood is located in the western portion of the City, north of the Duke University and V.A. Hospitals, south of the Southern Railroad Line, and west of Trent Street. See attached map.

Size: The project area contains approximately 74 acres.

Development and Density: This area contains 194 households. Approximately 55 percent of the area is developed in residential use. Other land uses include a church, a cemetery, a small store, a power substation, the old Crest Street school (now owned by Duke and used as a storage facility), and a tot lot and ballfield. These uses occupy roughly 10 percent of the area, with the remaining 35 percent undeveloped.

Housing Characteristics: The area is predominantly single family detached housing; with some duplex structures and several single story multifamily apartments. Much of the housing is in a deteriorating condition. About 16 percent of the households are owner occupied.

Impact of Expressway Construction: The expressway will take approximately 61 percent of the current households, including 63 percent of the owner occupied households. A majority of the standard dwellings lie in the path of the expressway. The store, church, tot lot, basketball courts, and part of the ballfield also lie in the expressway right-of-way. Approximately 55 percent of the developed land area will be taken.

Proposed Relocation Site

The Crest Street neighborhood does contain a fairly large tract which is almost totally undeveloped. This lies to the west of the existing development. Advantages of this site are:

1. It is in the same neighborhood and would eliminate problems associated with adjusting to a new community, community problems, schools, etc.
2. It is almost totally vacant. Seven occupied dwellings are now located on the site.
3. It has access to Fulton Street, Erwin Road and LaSalle Street.
4. It is primarily in single ownership. *Wages*

Disadvantages are:

1. Noise levels from Erwin Road may require special construction features, or eliminate use of a portion of the site.
2. Depending on the site plan adopted, some existing single family houses not in the path of the expressway may have to be acquired and moved or demolished.
3. This is a smaller land area than the existing developed portion of Crest Street; resulting in an increase in density from about four units per acre to roughly seven units per acre.
4. A large portion of the site is sloping. (This also applies to the existing developed area.)

Estimated Project Costs

Projection of costs for this effort include calculations for property acquisition, appraisals, relocation expenses, demolition, public improvements, legal expenses, and administration. Many assumptions have been made which may or may not stand up as a result of actual experience. A range of potential costs has been developed based on the following:

1. Property Acquisition. Low figure based on tax value, high figure based on 120 percent of tax value.
2. Relocation Expense. Low figure based generally on experience in the Willard/Cobb project. High figure based on maximum permitted by law (includes five units which are currently vacant).
3. A fixed amount was used for appraisals, demolitions, and public improvements.
4. A range for legal expenses was based on no court costs for the low figure plus 10 percent of acquisition expense for a high figure. Other assumptions included title searches, closing costs and a retainer.

5. Planning and Administration, is assumed at the rate of 10 percent and 20 percent of the low and high total cost.

The resulting range of costs is broken down as follows:

	<u>Low</u>	<u>High</u>
Property Acquisition	\$ 405,540	\$ 486,646
Appraisals	24,900	24,900
Relocation Payments	200,250	380,000
Demolition	39,900	39,900
Public Improvements	478,100	478,100
Legal	19,975	68,640
Administration	<u>116,867</u>	<u>295,632</u>
Total	\$1,285,532	\$1,773,826

It should be noted that this estimate does not include any possible revenue from land sales, or costs associated with housing construction.

TABLE I.

HOUSEHOLD DATA

<u>Crest St. Sub-areas</u>	<u># of Occupied Dwelling Units</u>	<u># of Owner Occupant Households</u>	<u># of Renter Occupant Households</u>
Crest St. Community	194	32	162
a. Expwy. ROW	(137)	(20)	(117)
b. Outside Expwy. ROW	(57)	(12)	(45)
S.E. section	157	1	156
Total	351	33	318

TABLE II.

ACREAGE AND DENSITY
BY SUB-AREAS

<u>Crest St. Sub-Areas</u>	<u># of Acres</u>	<u>Present Dwelling Unit Densities (dwelling units/acre)</u>	<u>Dwelling Unit Densities After Relocation (dwelling units/acre)</u>
Crest St. Community	±46.2	4.0	7.0
a. Expwy. ROW	(±26.9)	5.1	5.2
S.E. section	±12.5	12.5	12.7
Relocation site	±27.5	.25	--

*Numbers in parentheses represent totals for sub-areas of the total community (i.e. Expwy. ROW and Outside Expwy. ROW).

Planning and Policy Considerations

The information obtained thus far indicates it may be possible to achieve the stated objectives. Several factors must be developed in greater detail before a definite determination can be made. Also, the staff needs guidance and approval for the course of action to be followed. The staff proposes to proceed with the detailed planning required and brings the following factors to the Committee's attention for consideration and direction to the staff.

Area Boundary: The staff has defined a boundary for the Crest Street neighborhood based on our knowledge of the area. The statistics and cost estimate discussed in this report do not include a concentration of apartment buildings situated in the southeast quadrant of the community. This area contains an additional 157 dwelling units and some commercial structures. Inclusion of this multiblock area would increase project cost by over a million dollars, and would likewise increase the density of the relocation site. The staff leans toward excluding this area from the plan, but proposes to leave our options open until more detailed investigation can be completed.)

Relocation Site: The vacant site within the general Crest Street area appears to be the most desirable from the standpoint of attempting to minimize the trauma of relocation, as well as other considerations. There are other potential sites near the 15-501 By-Pass and on urban renewal property. Consideration of the relocation site is a matter in which the Crest Street citizens need to be involved. The staff generally favors the on site location but proposes to identify other possible sites for consideration by the Crest Street citizens.

Citizen Participation: Involvement of the Crest Street citizens will be an important element of the planning and implementation of this project. The staff anticipates more extensive and intensive involvement with these citizens than in any project previously undertaken by the City. In this context, a formal citizen participation format is being developed. The staff intends to initiate discussions with the Crest Street neighborhood in order to continue the general planning effort, identify a reasonable citizen participation process, and begin to establish neighborhood priorities. The staff feels that formal involvement of the Crest Street residents in this project does not restrict them from concurrently pursuing other alternatives. However, if this project is to be concluded on a timely basis the residents must be involved in a representative manner from the beginning. The staff will present a formal citizen participation plan to the Council for approval in the near future.

Property Consolidation: Approximately 30 percent of the dwellings and 60 percent of the land within the project area lie outside the proposed expressway right-of-way. This property must be consolidated under the control of the City in order to achieve the stated objectives.

Several alternatives may be available to the City to accomplish this, including state urban renewal, community development or housing authority statutes; voluntary sale and purchase; donation; land exchange; or some other approach. The staff intends to pursue investigation of these alternatives and bring a recommendation to the Council for approval.

Coordination of Housing Development: This effort will require a broad range of activities including preparation of preliminary site plan concepts in order to convey the range of development alternatives to Crest Street residents; research and identification of housing resources such as non-profit organizations, Section 8, public housing, private for profit, home ownership, and Community Development housing of last resort; socio-economic analysis of residents to determine market range of housing to be developed; short and long term marketability of housing; potential coordination of general site layout with residents and the developer; identification of required public improvements; other. This will require a broad range of design and housing expertise which we feel can be handled, at least for the time being, by the staff.

Environmental Review: A preliminary review indicates some noise problems which need further investigation. The final site selected for relocation will be reviewed in detail, when the site selection decision is made.

Financial Options: The staff will evaluate other financing mechanisms such as the Urban Development Action Grant, Section 8 housing subsidies, and public housing, as a means of funding this project.

Coordination with the State Department of Transportation: The staff has already begun discussions with the State. We will maintain continuous coordination with the Department of Transportation in order to be aware of any changes in plans, to ensure our schedules coincide, and to provide consistent information to Crest Street residents.

Conclusions

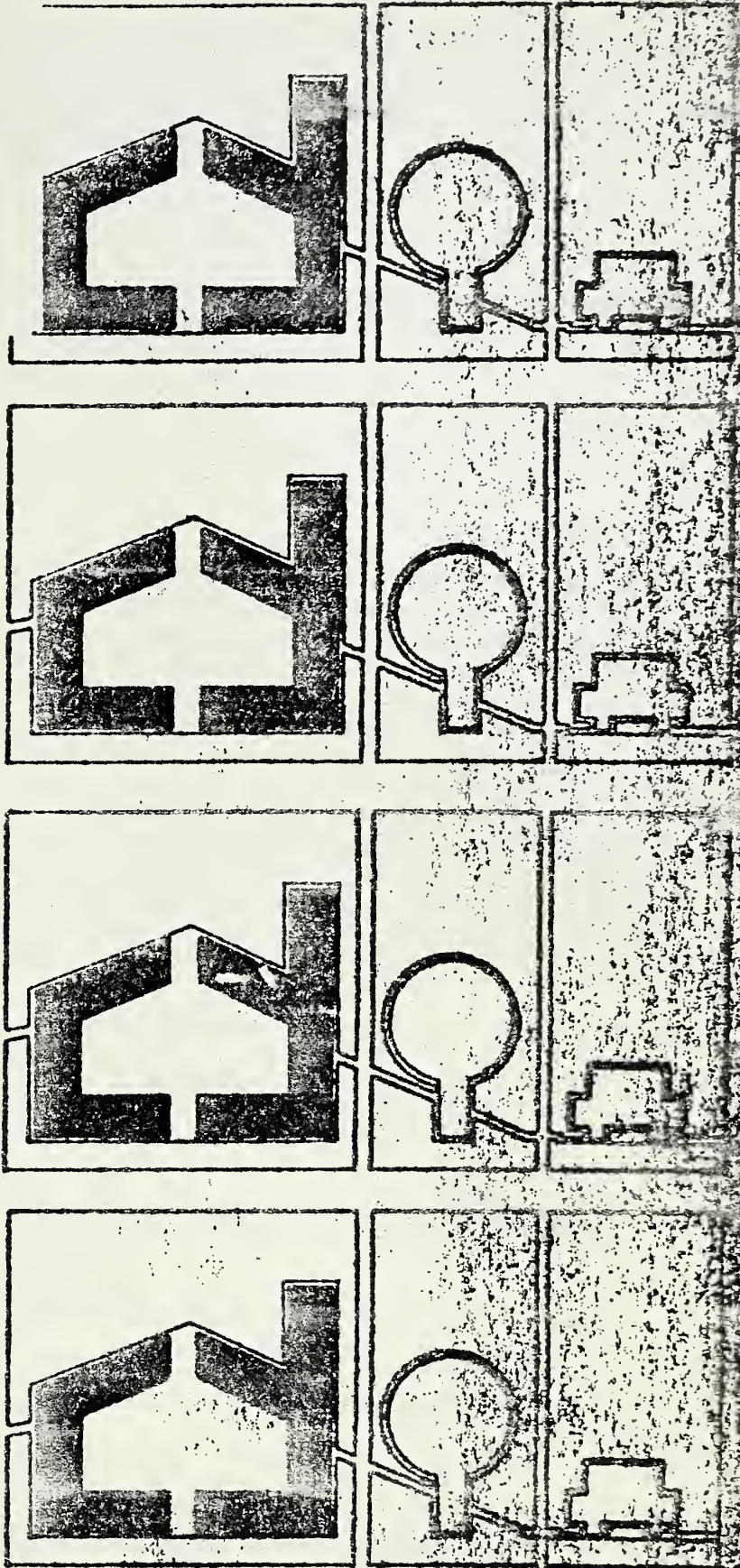
It appears that the various planning activities necessary to implement the program will be completed by mid to late summer. Identification of a housing developer may easily take longer, but we should know what housing option we want to pursue.

If the Crest Street residents totally oppose this program, the Council may be faced with the options of proceeding independently with an effort to provide replacement housing, or abandoning the project entirely.

The City currently has two activities underway in the Crest Street area which will be affected by this program. They are the provision of housing rehabilitation assistance and planning for a proposed park. The staff intends to defer any additional activity on these activities indefinitely, or until some significant change occurs regarding timing of freeway construction. Planning for a park would be included in preparation of design concepts for the relocation site.

The staff intends to bring periodic status reports and requests for policy decisions to Council as necessary. A tentative deadline for completion of the planning stage is set for mid to late summer.

Appendix B



Crest Street
Citizen Participation Plan

CITIZEN PARTICIPATION PLAN
FOR CREST STREET TARGET AREA
JUNE, 1978

I. INTRODUCTION

It is the purpose of this Citizen Participation Plan to provide an organized mechanism for citizens of the Crest Street target area to participate in the planning, and evaluation of the proposed Crest Street Neighborhood Preservation Project, and its implementation if adopted.

II. PRELIMINARY COMMUNITY MEETINGS

A. CREST STREET TASK FORCE

A Crest Street Task Force will be organized to complement the City's decision making structure. This committee will serve as an advisory committee during the Crest Street planning and implementation phases in order to assure that the citizens who will be impacted by proposed program activities or policies will have an identified, formal, communication mechanism to express their views and comments. The task force will provide for representation of the elderly, handicapped, low-moderate income Crest Street residents and City Planning staff. City Planning staff representation will provide members of the task force with assistance in securing technical information which will generate informed and valid recommendations. The staff will also suggest alternative courses and possible actions to the Crest Street Task Force. The responsibilities of the task force will be broad but the primary responsibilities will include:

- (1) identifying and evaluating alternatives: and
- (2) identifying priorities, and seeking resolution of differences so that a single course of action or policy can be recommended to the Crest Street Policy Committee.

It will not be the responsibility of the Task Force to make final decisions or approve program plans.

The proposed composition of the Crest Street Task Force will be as follows:

4-6 Crest Street representatives	1 Housing Counselor
1 Legal Assistance representative (Ex-officio Member)	2 Planner II's

The process of securing nominees from Crest Street citizens and making appointments to the task force will be determined by the Crest Street Community.



- B. A second committee entitled the Policy Committee will also be organized. The committee's structure will be broader in scope and will allow an opportunity for representation of low-moderate income residents of the Crest Street target area, City Council, and the Citizens Advisory Committee. The Policy Committee will be charged with the responsibility of receiving and analyzing information and proposals prepared by the Task Force, providing policy guidance to the Task Force, and formulating recommendations on proposed Crest Street program activities. Those recommendations will be referred to the Public Works Committee for further consideration. The City Council will make final action on the proposed plan. The proposed composition of the Policy Committee will be as follows:

3 City Council representatives

Smith, Hudson, Hunt (given)

3 Crest Street representatives

(These representatives will not be the same persons who are serving as representatives on the Crest Street Task Force.)

1 Citizens Advisory Committee representative

Each identified group will be responsible for selecting their own representative to the Policy Committee.

III. CONTINUOUS CITIZEN INVOLVEMENT

- A. Provide prompt and timely notices of Council committee meetings when agenda items are relevant to Crest Street. Notices of such meetings will be provided at least three days prior to committee meetings to members of the Crest Street Task Force and Policy Committee; the Chairman of the Crest Street Neighborhood Council and Citizens Advisory Committee, and the Crest Street Legal representative.
- B. Plan and conduct one, one-half day retreat with Crest Street Task Force and Policy Committee, CAC representative and the staff. The purpose of this retreat will be to provide Crest Street citizens an opportunity to:
- (1) be provided a general concept of the proposed project, and to identify policy guidance required of the City Council prior to proceeding with additional planning;
 - (2) identify needs and make recommendations on program approaches;
 - (3) discuss possible priorities; and
 - (4) establish communication between citizens and City officials

This work session will be held at a convenient time and location for Crest Street residents.

C. Plan and provide periodic community meetings with citizens of Crest Street area during the preparation of draft plan in order to:

- (1) provide information on the status of project planning activities;
- (2) solicit citizen comments and recommendations; and
- (3) provide pertinent information regarding relocation requirements, benefits and other program features.

This file includes a citizen participation plan, whose purpose was to determine whether it was feasible to relocate Crest Street en masse. A task force and policy committee was established consisting of community residents and Councilmembers. Two plans were developed out of this effort: one ~~is~~ determined how the neighborhood could be preserved; the other determined the means of relocating the neighborhood en masse.

T.

CITIZEN PARTICIPATION PLAN
FOR CREST STREET TARGET AREA
JUNE, 1978

I. INTRODUCTION

It is the purpose of this Citizen Participation Plan to provide an organized mechanism for citizens of the Crest Street target area to participate in the planning, implementation and evaluation of the proposed Crest Street Neighborhood Relocation Project.

II. PRELIMINARY COMMUNITY MEETINGS

A. CREST STREET TASK FORCE

A Crest Street Task Force will be organized to complement the City's decision making structure. This committee will serve as an advisory committee during the Crest Street planning and implementation phases in order to assure that the citizens who will be impacted by proposed program activities or policies will have an identified, formal, communication mechanism to express their views and comments. The task force will provide for representation of the elderly, handicapped, low-moderate income Crest Street residents and City Planning staff. City Planning staff representation will provide members of the task force with assistance in securing technical information which will generate informed and valid recommendations. The staff will also suggest alternative courses and possible actions to the Crest Street Task Force. The responsibilities of the task force will be broad but the primary responsibilities will include:

- (1) identifying and evaluating alternatives: and
- (2) identifying priorities, and seeking resolution of differences so that a single course of action or policy can be recommended to the Crest Street Policy Committee.

It will not be the responsibility of the Task Force to make final decisions or approve program plans.

The proposed composition of the Crest Street Task Force will be as follows.

4-6 Crest Street representatives	1 Housing Counselor
1 Legal Assistance representative (Ex-officio Member)	2 Planner II's

The process of securing nominees from Crest Street citizens and making appointments to the task force will be determined by the Crest Street Community.

- B. A second committee entitled the Policy Committee will also be organized. The committee's structure will be broader in scope and will allow an opportunity for representation of low-moderate income residents of the Crest Street target area, City Council, and the Citizens Advisory Committee. The Policy Committee will be charged with the responsibility of receiving and analyzing information and proposals prepared by the Task Force, providing policy guidance to the Task Force, and formulating recommendations on proposed Crest Street program activities. Those recommendations will be referred to the Public Works Committee for further consideration. The City Council will make final action on the proposed plan. The proposed composition of the Policy Committee will be as follows:

3 City Council representatives

3 Crest Street representatives

(These representatives will not be the same persons who are serving as representatives on the Crest Street Task Force.)

1 Citizens Advisory Committee representative

- Each identified group will be responsible for selecting their own representative to the Policy Committee.

III. CONTINUOUS CITIZEN INVOLVEMENT

- A. Provide prompt and timely notices of Council committee meetings when agenda items are relevant to Crest Street. Notices of such meetings will be provided at least three days prior to committee meetings to members of the Crest Street Task Force and Policy Committee; the Chairman of the Crest Street Neighborhood Council and Citizens Advisory Committee, and the Crest Street Legal representative.
- B. Plan and conduct one, one-half day retreat with Crest Street Task Force and Policy Committee, *CAC* representative and the staff. The purpose of this retreat will be to provide Crest Street citizens an opportunity to:
- (1) be provided a general concept of the proposed project, and to identify policy guidance required of the City Council prior to proceeding with additional planning;
 - (2) identify needs and make recommendations on program approaches;
 - (3) discuss possible priorities; and
 - (4) establish communication between citizens and City officials

This work session will be held at a convenient time and location for Crest Street residents.

C. Plan and provide periodic community meetings with citizens of Crest Street area during the preparation of draft plan in order to:

- (1) provide information on the status of project planning activities;
- (2) solicit citizen comments and recommendations; and
- (3) provide pertinent information regarding relocation requirements, benefits and other program features.

CREST STREET CITIZEN PARTICIPATION PLAN

DATE	DISCUSSION ITEM	
4/03/78	Development of Citizen Participation strategy	Staff
4/06/78	Review and discussion of draft Citizen Participation Plan	Crest Street Community Council
4/10/78	Review and discussion of draft Citizen Participation Plan	Staff
4/24/78	Follow-up Community Meeting with Neighborhood Council	Staff and Crest Street Community Council
June	Presentation of Crest Street Citizen Participation Plan for Council Approval	City Council
June	Organize a Crest Street Task Force and Policy Committee	Crest Street Community Council
June 15, 1978	Review Citizen Participation Retreat Plan	Staff, Crest Street Task Force Chairman and Crest Street Policy Committee Chairman
June (last wk.)	Conduct Crest Street Citizen Participation Retreat	Staff, CAC representative, Crest Street Task Force Policy Committee, and City Officials
	Work Sessions for the Development of A Crest Street Relocation Plan	Crest Street Task Force and Policy Committee
	Periodic Community Meetings with Crest Street Citizens	Staff, Crest Street Task Force and Residents

REPORT OF THE CREST STREET
NEIGHBORHOOD POLICY COMMITTEE

REPORT OF THE CREST STREET NEIGHBORHOOD
POLICY COMMITTEE
TO THE PUBLIC WORKS COMMITTEE OF THE DURHAM
CITY COUNCIL

"Crest Street Neighborhood Preservation Plan"

I. Background

A. Program History

1. City Council Directive: In January, 1978, the Durham City Council directed the City Administration to prepare a study of the feasibility of relocating the Crest Street neighborhood "as a community". The Division of Planning and the Office of the Assistant City Manager of Community Development began a joint effort to prepare the study.
2. Initial Actions: In addressing City Council's directive, the City Administration moved simultaneously on two fronts:
 - (1) The preparation of a citizen participation plan; and
 - (2) The preparation of physical development and program plans.

As will be illustrated, the citizen participation effort has greatly shaped the physical and program planning efforts.

The Citizen Participation Plan (See Appendix A) was adopted in June, 1978, following several months of research and dialogue between the City staff and the community. The Plan has provided a mechanism for the citizens of the Crest Street Neighborhood to actively participate in the planning and evaluation of the Crest Street Neighborhood Preservation Plan. Under the Citizen Participation Plan, two representative bodies were formed. The Crest Street Task Force has represented the general community and has been responsible for establishing a consensus of the community's priorities relating to the physical and non-physical elements of the preservation plan. The Policy Committee has been responsible for taking the Task Force's input and structuring it into policy statements

Report of the Crest Street Neighborhood
Policy Committee to the Public Work Committee
of the Durham City Council

on behalf of the whole community. Both the Task Force and the Policy Committee have dealt directly with the City staff.

Concurrent with the development of the Citizen Participation Plan, the City staff began the physical and program planning elements. One of the most important activities was the development and administration of a detailed community survey, and the survey results are available from the City Planning Division. Other pertinent activities included site analysis (for a new community if relocation is required); researching applicable federal housing programs; analysis of the current laws pertaining to relocation assistance; preparing information (i.e. slide shows on housing types) for the Task Force and Policy Committee.

Through the joint efforts of the Task Force, the Policy Committee, and the assistance of the City staff, the Crest Street Community established a set of goals for the development of the neighborhood preservation plan. The seven goals are:

1. To preserve the Crest Street neighborhood and its institutions (i.e. New Bethel Baptist Church) as a viable, on-going community.
2. To prepare a workable replacement housing plan for the Crest Street neighborhood to be approved by the Durham City Council and to be implemented if the proposed extension of the East/West Expressway is approved.
3. To prepare a workable neighborhood improvement plan for the Crest Street neighborhood to be approved by the Durham City Council and to be implemented if the proposed extension of the East/West Expressway is not approved.
4. To maintain a planning process providing for the full involvement of the Crest Street neighborhood residents by means of the adopted Crest Street Citizen Participation Plan.
5. To educate and disseminate information to the Crest Street neighborhood residents by the use of the Task Force, Policy Committee and planned neighborhood meetings to provide information about the Crest Street residents' options concerning the Crest Street Neighborhood Preservation Plan.
6. To provide replacement housing for Crest Street neighborhood residents in the event the proposed extension of the East/West Expressway is approved.
7. To minimize the economic hardship upon Crest Street neighborhood residents which could result from displacement occurring from the extension of the East/West Expressway, if approved,

Report of the Crest Street Neighborhood
Policy Committee to the Public Works Committee
of the Durham City Council

through the use of relocation assistance defined by the Federal Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 and other financial resources.

The goals assume no final decision has been made on the Expressway extension, and therefore call for the development of two plans: one assumes the expressway is to be built, thus requiring the neighborhood to be relocated; the other plan assumes the expressway is not to be built, thus prescribing a neighborhood rehabilitation strategy. The remainder of this report deals with the two neighborhood preservation plans, describing their components and assessing their viability.

II. NEIGHBORHOOD PRESERVATION PAIR WITH RELOCATION

A. Objective: Preserve Neighborhood "as a community"

In order to understand this objective it is critical to have a common understanding of what is meant by the terms "community" and "neighborhood". For the purposes of this report, the terms community shall mean:

A dynamic, interactive spirit binding together a group of people into a family-like atmosphere over an extended period of time. This spirit stems from the continuity of generations, the stability of extended family relationships, and the strength of psychological ties to the community as a geographical entity. The spirit of community is manifested by common goals and shared expectations of mutual aid. In low-income communities, particularly, mutual support, in the form of exchanges of goods and services, is required on an almost daily basis. This is especially true if there is a large number of elderly households present. Intrinsic to the meaning of "community" is a rational belief that it will continue into the future; in other words, that it has the capacity to regenerate itself.

For the purpose of this report, the term "neighborhood" shall mean:

People living in close proximity to one another. A "neighborhood" generally has physical boundaries which give it identity. The key elements of a viable neighborhood include housing, religious and secular institutions, community facilities (or ease of access to such facilities, i.e. recreation, etc). Depending upon size, a neighborhood may often be augmented by limited commercial and personal service facilities.

In terms of comparability, a neighborhood may exist without a sense of community, and a community may exist, albeit in limited form, outside of a neighborhood. To preserve a neighborhood which is also a strong community, we must retain the key elements of both the community and the neighborhood.

The Crest Street neighborhood has existed as a community since the last century, and its goal is to continue as a community. Relocating the neighborhood as a community implies that the relocation process will not adversely affect the community fabric. Thus, by definition, such an objective goes far beyond physically relocating structures and people.

B. Plan Elements Necessary to Achieve Objective

1. Housing: The provision of new housing of a functional type, design and style which resembles the existing single family housing is of absolute importance to fully achieve the objective. In the case of the Crest Street Neighborhood, new housing development, to be acceptable, would have to visually resemble single-family detached units with private space sufficient for outdoor vegetable gardens. Such housing should be mixed in terms of owner-occupants and renters, as well as in terms of elderly couples (or individuals) and young families. It is vitally important that any relocation housing plan ensure that homeowners are able to remain as homeowners without additional financial burden. This is critical in the Crest Street Neighborhood because most homeowners are elderly and on fixed incomes. In terms of the number of new housing units, any new development should accommodate all households (in all income ranges) being displaced who wish to remain as a part of the community. An acceptable new housing development must not discriminate against households on the basis of qualifying or not qualifying for a federal subsidy.
2. Institutions: The New Bethel Baptist Church is the most important religious and social institution within the Crest Street Community. Any comprehensive relocation plan should provide a new site for the church which makes it at least as accessible as it now is.
3. Community Facilities: Currently, the nearest recreation facility to the Crest Street Neighborhood is the West Durham Recreation Center. If the Expressway is constructed as currently planned, this center will not be as accessible as it now is; its current accessibility is by no means satisfactory. A comprehensive neighborhood/community preservation plan which includes relocation should address this by providing some type of active recreational activity area within the new development.
4. Non-Physical Elements: Pursuant to the definition of community, a neighborhood/community preservation plan must provide for those non-physical elements which make a neighborhood a community. However, by their non-physical nature, such elements cannot be planned for in a positive sense. In other words, it is not possible to "plan" interpersonal relationships or goal sharing or community pride. Rather, the best to be hoped for is that existing elements not be destroyed in the course of physical relocation.

Report of the Crest Street Neighborhood
Policy Committee to the Public Works Committee
of the Durham City Council

Thus, to adhere to our definition of community, an acceptable preservation plan should not contain built-in components which will preclude regeneration now cause a social or economic segregation which does not now exist.

C. Feasibility of Plan Implementation

1. Housing:

(a) Program Plan - The housing element of the neighborhood/community preservation plan is based on: (1) the community's needs as determined by meetings with the Crest Street Task Force and the community survey administered in August, 1978; (2) the availability of developable land in close proximity to the existing Crest Street Neighborhood; and (3) applicable housing programs now in force. The existing Crest Street community, as defined by Map 1, consists of approximately 200 households. Approximately 20% of the households are owner-occupants, and the remainder are renters. Over twenty per cent (20%) of the households have elderly or handicapped members. Of the total number of households (200) in the community about 140 are in the path of the proposed expressway extension. Approximately twenty (20) of these are owner-occupants, most of whom are headed by elderly persons on fixed income.

The housing element deals directly with the 140 households who would be displaced by the expressway, and the households not displaced by the Expressway would be eligible for one or more of the City's rehabilitation programs, thus the whole neighborhood could be physically upgraded. After careful study, the City staff has determined that there is only one mass of undeveloped land large enough and close enough to the existing community which could physically accomodate (though not necessarily acceptably accomodate) the displaced households (see map 2). The site covers approximately fifteen (15) acres and is in diverse ownership, although about eight (8) acres is owned by Duke University. The housing element calls for the City to acquire (on a voluntary basis) all of the parcels comprising the site.

Pursuant to a site plan yet to be developed, the City would make available building lots to displaced homeowners who would have the option of building a new house, or actually move their existing house onto the lot. Either of these options would be financed by the money received from the State for the original property plus the applicable relocation grant (up to \$15,000 per family). By providing individual lots for displaced homeowners,

Report of the Crest Street Neighborhood
Policy Committee to the Public Works Committee
of the Durham City Council

the city can make it possible for them to keep their present home without incurring additional monthly expenses (in the form of a first or second mortgage). The remainder of the site would be sold to a private developer who would construct rental units under the H.U.D. Section 8 Program. The final site plan would have the input and consent of the Crest Street community, principally through the Task Force and Policy Committee. It is recognized by the Policy Committee that Section 8 housing might not be available by this time since federal housing programs change from time to time.

It is estimated that the purchase price for the necessary land would be between \$150,000 and \$175,000. It is likely that the City would have to contribute a certain amount of site improvements (in the form of additional water lines, sanitary sewer, street paving, and sidewalks) to reduce a private developer's front-end costs sufficiently to make the project financially feasible. It is estimated by city staff that the total site improvement costs could range between \$250,000 to \$300,000. The most feasible source of funds for both acquisition and site improvements is the Community Development Block Grant Program.

(b) Impediments to Implementation - Property acquisition is the keystone of the housing element, and it also stands to be the greatest obstacle. All property acquisition would necessitate willing sellers because the city has no legal basis to exercise its "taking powers". This is primarily because the area does not have a sufficient number of blighted structures to qualify for urban renewal designation. This has been verified by city staff. Over one-half of the land needed (approximately 9 acres) is owned by Duke University which has informally expressed a willingness to negotiate with the city for the sale of the property. The remaining acreage is owned by a variety of individuals and investment companies. At this time it is difficult to predict how successful the city will be in acquiring all of the vacant land. The inability to acquire all of the vacant property would probably mean that fewer units could be constructed or that the development would reach unacceptable density levels (unacceptable in the sense that they would be a severe departure from the existing neighborhood). This brings up another point. Even if the city could acquire all the vacant land in this site, there is a strong question as to whether the site would be large enough to accommodate a development acceptable to the community. There is little doubt that a sufficient number of housing units could be built, however it is yet to be determined whether the style, ~~as~~ social development design, and the density level would closely ~~approximate~~ approximate the existing community.

social development design, and the density level would closely approximate the existing community.



Another impediment to the housing element could be a lack of available Section 8 units. At this time it is impossible to determine what the national allocation will be in fiscal year 1980, which is when the units would be needed. Also, there is some question as to the acceptability to H.U.D. of relocating an all-minority neighborhood in total development. H.U.D. is reluctant to take a firm stand on this in the absence of a formal application. Another problem with using the Section 8 program is that while initial openings can be reserved for displaced families, afterward, waiting lists are used to fill vacancies. Thus, over a period of years the social makeup of the neighborhood will change. It would be difficult for children of families housed in Section 8 units to set up households in the neighborhood if they chose, because they would be subject to federal guidelines to qualify. As to this last point, it should also be pointed out that with eighty per cent (80%) of the neighborhood comprised of renters, there is no guarantee that the community will be able to regenerate itself even if there is no dislocation of families (i.e., no expressway). However, with the status quo, there is no built-in mechanism to prevent regeneration, which is obvious since the community has regenerated itself one hundred years. While the Section 8 program does not intend to prevent regeneration, its rigorous guidelines can provide built-in barriers.

2. Institutions:

(a) Program Plan - The major community institution, the New Bethel Baptist Church, owns property within the proposed new development area. It is proposed that the church would relocate to its property, either constructing a new building, or actually moving the existing church from the expressway path to its property in the new development area. The decision would be based on a cost/benefit analysis after more information is secured.

(b) Impediments - At this time there appears to be no major impediments to the institutional element; however, a critical unknown factor at this time is the amount of compensation the church would receive from the state for its property.

3. Community Facilities:

(a) Program Plan - A playfield area is proposed to be located within the new development area. At the present

time, the location has not been determined, but a logical location would be south of the expressway right-of-way and north of the New Bethel Church property. This property is in private ownership and conceivably could be purchased by the city. Also, this area cannot be used for residential development according to H.U.D. guidelines on noise emanating from the expressway, thus locating a recreation area outside the noise zone could reduce the acreage needed for the housing element.

Another aspect of the community facilities element concerns the future use of the old Crest St. Elementary School building, presently owned by Duke University and used for storage. It is proposed that the city explore the possibility of renovating the building for use as a community center. It is not proposed that the city necessarily purchase the building, rather that the city communicate with Duke University and determine its willingness to sell or lease the facility. Ownership, operational expenses and proposed uses of the structure would be part of an overall feasibility study to be undertaken.

(b) Impediments - The major impediments in the community facilities element would be the city's ability to acquire property for a playfield and the feasibility of re-using the school building as a community center. In addition, there is some question as to the negative impact which noise and pollution from the expressway would have on the facilities. This needs further study.

4. Non-Physical Elements:

As previously stated, the non-physical elements by their nature cannot be planned. At best, the neighborhood/community preservation plan should be designated so as to prevent any negative impacts on the existing community structure. The preservation plan, as proposed in this section, gives great consideration to preventing the destruction of the existing community fabric. The housing element, for example, includes a plan for relocating elderly homeowners and keeping them in homeownership status at no additional expense. Thus all households in this category will be able to remain physically in the neighborhood and continue as members of the community, if they so desire and if the housing element can be implemented. Also, non-physical elements of housing such as what preference the elderly have for neighbors should be taken into account as a part of the housing program plan. The very fact that any relocation at all will take place will disrupt the

"community" (as previously defined) for at least a short period of time. The extent and impact of the disruption is difficult to measure. The proposal for a Section 8 development to accommodate the needs of renters will more significantly impact on the community fabric. Again, the fact that households will be moved to new housing units, with the certainty that many neighbor-to-neighbor relationships will be altered, will have at least short-term negative impacts on the community fabric. Whether or not the benefits of new housing and new neighbors will, in the long run, offset the short-term problems cannot be determined at this point. It has been previously pointed out that the Section 8 program poses barriers to community regeneration because of income eligibility requirements and affirmative fair marketing guidelines.

Another non-physical aspect concerns the effect which moving will have on the elderly of the community. Some gerontologists have concluded that, for the elderly, moving is often shortly followed by death even if the person was in relatively good health prior to the move. Whether or not there is a correlation between moving and death among the elderly, it can certainly be said that the elderly will suffer more as a group because it is more difficult for them to accept and adapt to change.

In summary, the preservation plan addresses the significant physical aspects of neighborhood and community preservation. However, the inability of the city to use eminent domain for the necessary property acquisition poses a question as to the extent to which the physical elements can be implemented. Assuming that the physical elements can be implemented, there is certain to be some short-term negative impacts on the community. It is probable that there will additionally be negative long-term impacts. These negative impacts are inevitable because the nature of relocation is to change the status quo.



III. NEIGHBORHOOD PRESERVATION PLAN WITHOUT RELOCATION

- A. Objective: Upgrade the physical environment of the neighborhood to foster the socio-economic growth of the community.

Both the Crest Street Policy Committee and the city staff have not given as much attention to that part of their work assignment dealing with housing rehabilitation and neighborhood improvement without relocation of residents for the expressway as they have with the relocation portion. The reason for this is not a feeling that one is more important than the other, but rather that there was time pressure to study the feasibility of relocation. The Committee will now move ahead with a study of various plans for a neighborhood preservation plan without relocation.

This section of the Crest Street Neighborhood Preservation Plan assumes that the expressway will not be constructed. Subsequently, this plan calls for a physical neighborhood preservation strategy of growth for the "community". The role of the City is to provide technical assistance in the plan development and to provide funding for the plan implementation.

The plan elements below are described only briefly because certain community development programs have not, at the time of this writing, been formally approved at either the local or the federal level. Consequently, the preservation plan "without relocation" will need to be updated at a future time.

B. Plan Elements Necessary to Achieve Objective

1. Housing Rehabilitation to Achieve Enforcement:

Upgrading the physical standard of the housing stock is a critical element in a comprehensive neighborhood preservation plan. Code enforcement complemented by low-interest loans and grants is a key strategy. However, great care must be exercised to ensure that code enforcement does not precipitate either abandonment or rent increases by owner-investors, remembering that eighty percent of the Crest Street neighborhood is comprised of renters.

2. Public Improvements:

To complement the upgrading of the housing stock, it is necessary to physically upgrade the public rights-of-way and improve the delivery of utility services (i.e. water and sanitary sewer). In addition, both active and passive recreational facilities and programs need to be made more accessible to the neighborhood.

3. Neighborhood Clean-Up:

Although the Crest Street community has a very active annual neighborhood clean up program, it is proposed that the City and the community jointly intensify and implement a neigh-



Neighborhood clean up effort after developing a plan-of-action. Specifically scattered bulk refuse needs to be removed from private and public area by City Personnel, while the neighborhood residents must organize to improve the appearance of individual property. Such an organization could ensure long-term maintenance of the neighborhood's physical environment.

4. Expanded Housing Opportunities:

City Staff should actively pursue new housing development for the Crest Street Neighborhood. Particular emphasis needs to be placed on replenishing housing stock demolished because of structural decay.

5. Development of a Community Development Organization:

The preponderance of rental housing in the neighborhood is an impediment to community regeneration, because the community cannot control this critical housing element. Much of the rental housing is owned and/or managed by commercial real estate companies, who, as rational profit maximizers, will acquire and dispose of property as the local housing market dictates. To assist the community in gaining more control over its future, it would be valuable to have a community-based organization which could purchase available rental property. Such an organization could be for-profit or not-for-profit corporation. It is proposed that the City provide some technical assistance to the Crest Street Community in determining the feasibility of forming such an organization.

C. Feasibility of Plan Implementation

1. Housing Rehabilitation and Code Enforcement:

The City's Community Development office is proposing several rehabilitation financing strategies in conjunction with the pending Block Grant Application. The administrative details will be refined once the application received local and federal approval, but there appears to be sufficient flexibility in the City's overall rehabilitation strategy to accommodate this element of the preservation plan.

The rehabilitation plan element, in itself, contains no impediments to implementation. However, it is difficult to predict the reaction of the Crest Street Neighborhood sub housing market to any City intervention scheme. It cannot be stated with surety that code enforcement, despite the rehab financing schemes, will not hasten abandonment of marginally habitable structures or cause their re-sale. While the City can build in preventative measures for rent increases, it cannot be known that such protective devices will discourage participation in the program by investor-owners.

2. Public Improvements:

The public improvements element calls for the City to work with representatives of the Crest Street Community to plan and implement

a multi-faceted physical improvement program. Such a program would include upgrading of public rights-of-way, upgrading of water and sanitary sewer systems, and the provision of improved active and passive recreational opportunities. The plan for this element will be developed as a City-Community venture.

There are no direct impediments to the public improvements elements. The most appropriate source of funds appears to be the Block Grant Program. The level of funding for the Crest Street Neighborhood will depend, in part on the budget (yet to be approved) of the upcoming Block Grant application, and on the amount of residual, unencumbered funds from previous Block Grant budgets.

3. Neighborhood Clean-Up:

Although the Crest Street community has an active clean-up program, it is proposed that the City and the community jointly intensify and implement a neighborhood clean up effort after developing a plan-of-action. This would entail the City's cooperation in making bulk rubbish pick-ups and the community's cooperation in gathering rubbish in key locations to assist in its removal; additionally, the City is being asked to remove or cause to be removed all unsafe, unreliable structures.

Since this element consists primarily of coordinating work activities and mutual cooperation between City and Community, there appear to be no direct impediments to its implementation.

4. Expanded Housing Opportunities:

To provide the capability for community growth, and to make the most efficient use of land given a housing shortage City-wide, it is proposed that the City explore possible ways to replace demolished housing structures with new housing. Since such new housing would be primarily for low and moderate income households, it is assumed that some financial intervention strategy, on the part of the local or federal government, will have to be employed.

Because of the nature of housing economics, there could be a variety of impediments to this element, not the least of which is rapidly rising construction costs. Also, state and local law often prevent innovative strategies from being implemented.

5. Development of a Community Development Organization:

A community development organization could serve as a stabilizing force in the community by acquiring and managing rental property. It is proposed that the City provide some technical assistance to the Community in assessing the feasibility of such an organization.

There are several critical impediments to implementing this element. The most critical is funding. To acquire and manage property requires a large amount of operating capital. To borrow, for purposes of growth, requires a track record of organizational and financial management (this applies even to the Small Business Administration's programs). Therefore, time is another impediment. If such an

organization could get off the ground, it would probably take several years to establish a record of good management and good achievement.

IV. Conclusion:

The construction of the East/West Expressway through the Crest Street Neighborhood, as currently proposed by the NCDOT, will severely disrupt many individual lives and the collective life of the Crest Street Community. Both the short-term and long-term effects will, for the most part, be significantly negative for both individual households and the Community.

The question which begs an answer, i.e. Can the Crest Street Neighborhood Be Re-located as a Community?, is not simply answered. However, at this point in time it appears it may be possible to relocate the Crest Street Neighborhood, as "neighborhood" is defined in this report, if the answer to certain questions is yes. These questions include:

- 1) Whether there will be sufficient Section 8 funds available;
- 2) Whether HUD would approve a Section 8 application for a project such as this one, even if funds are available;
- 3) Whether all Community residents would be eligible for subsidized housing; and
- 4) Whether there is sufficient buildable acreage available to construct housing acceptable to Community residents.

However, it also appears that this physical relocation of Crest Street Community would be at the cost of its community, as "community" is defined in this report for the following reasons (in addition to the reservations expressed about the feasibility of physical relocation of the neighborhood):

- 1) The use of Section 8 housing to relocate renters constitutes a built-in component to preclude regeneration and effectively guarantees destruction of the Community as defined after the current generation;
- 2) Given the amount of available buildable acreage, which may be reduced further if individual owners are not willing to sell their property, it appears unlikely that it will be possible to build replacement housing to closely resemble the style of existing housing which is largely single family detached with private space and gardens;
- 3) It will be difficult, if not impossible, to reproduce the current residential mix which is important to community relationships and exchange of services; and
- 4) Some studies by gerontologists have concluded that for the elderly, of which there are a significant number in the Crest Street Community, moving is often shortly followed by death even if the person was in relatively good health prior to the move.

Therefore, the answer to the question Can Crest Street Neighborhood Be Re-located As a Community? is no.

• CREST STREET:

The Involvement of a Low Income
Neighborhood in Planning

by

Stephen R. Godwin

Term Paper
Planning 311-22
Dr. William Rohe
April, 1979

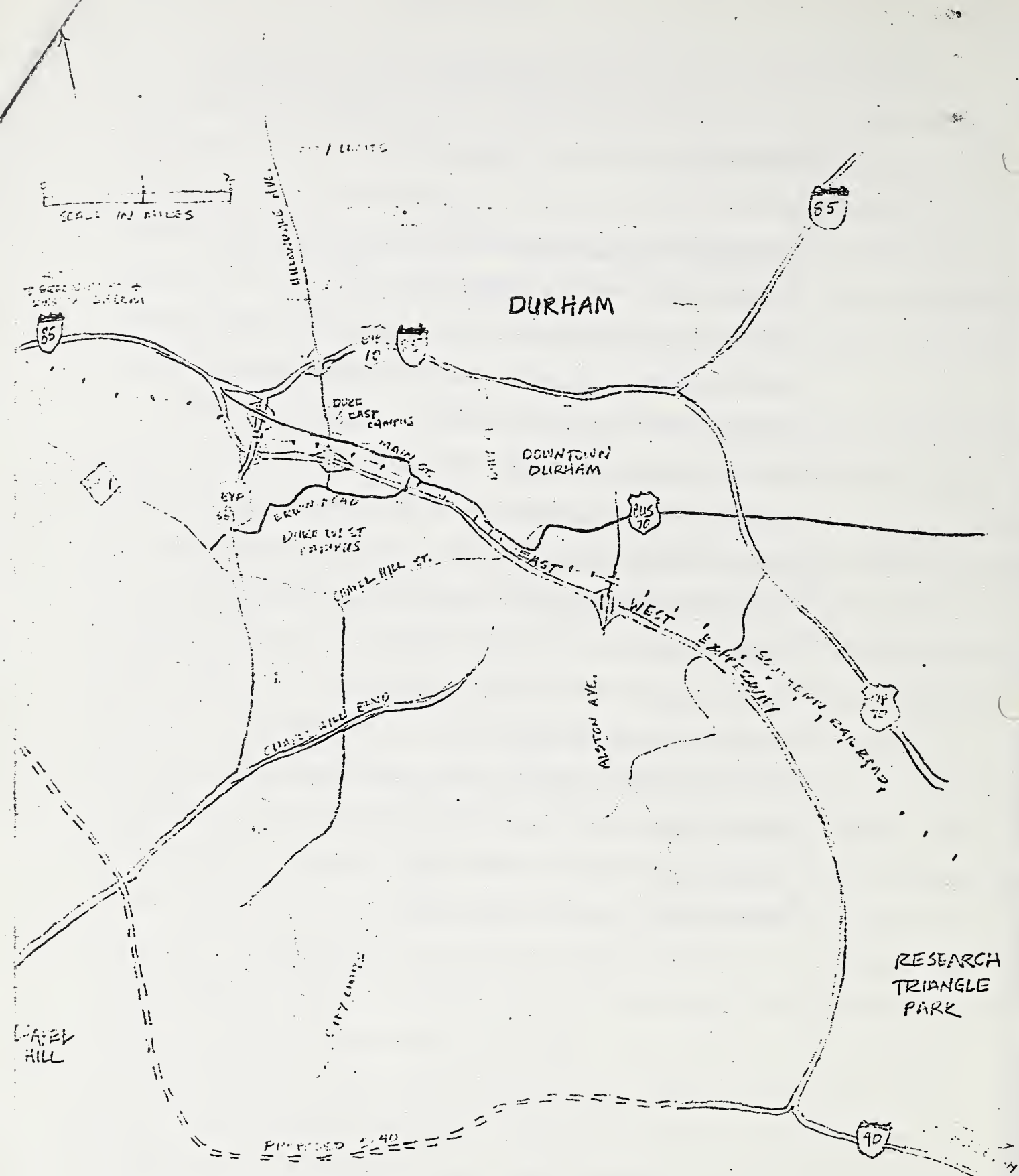
In February, 1979 the City Council of the City of Durham voted against endorsing the completion of the East West Expressway. By doing so it saved a small, low income, predominantly black community. As the decision by the City Council was pending the residents were able to participate in making plans with the City for relocation and rehabilitation alternatives. This participation provides for some interesting insights on the involvement of a low income neighborhood in planning.

This paper is a brief case study of the Crest Street experience, with the ultimate concern of delineating the most important factors that led to the community becoming involved in planning and the degree of replicability of the experience to other low income neighborhoods. The first section provides an overview and description of the neighborhood, which is based on a recent study done by Elizabeth Friedman and a tour provided of the neighborhood by some community residents. To get a perspective on the expressway, a historical account is provided based on newspaper accounts. The third section is a brief history of the organization and activism of the neighborhood that helped lead to their involvement in planning. The section following is an analysis of the available forms of citizen participation in Durham. It contrasts the citizen participation plan prepared for Crest Street with the existing form of citizen participation in the City's Community Development program. An account of the process of Crest Streets involvement is provided from an interview with one of the planners involved. The final section of the paper is a discussion of the degree of replicability of the Crest Street experience in planning, and the paper concludes with a commentary on the involvement of low income neighborhoods in planning.

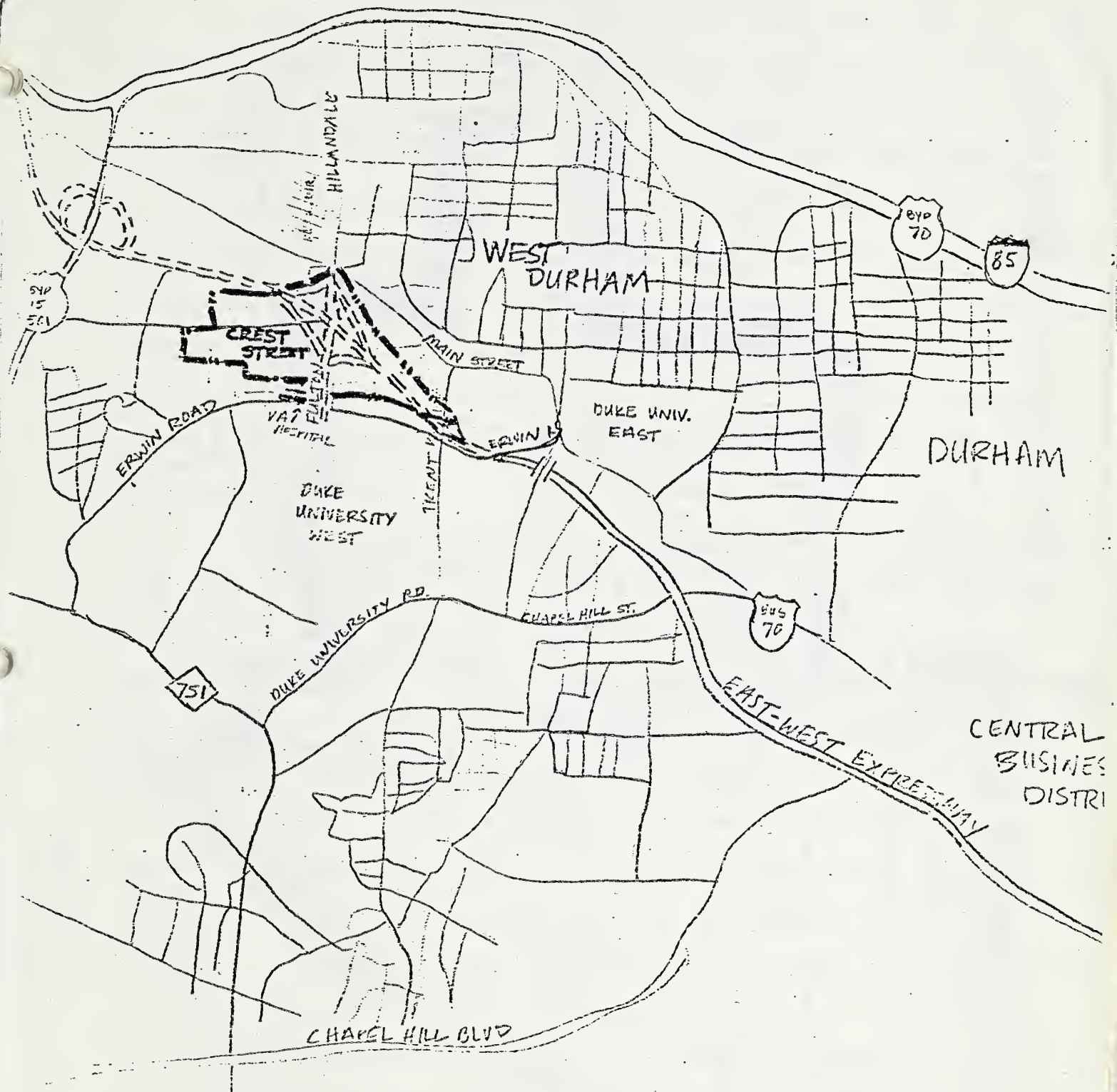
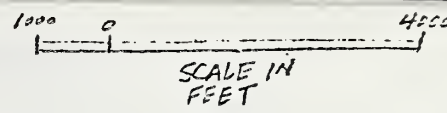
SECTION II

East West Expressway: A Brief History

- ¹ Durham Sun, Jan. 18, 1970, B1:1.
- ² Ibid.
- ³ Durham Morning Herald, Feb. 15, 1970, D1:1.
- ⁴ Durham Sun, Jan 18, 1970, B1:1.
- ⁵ Durham Morning Herald, Jan. 25, 1970, D10:1.
- ⁶ Durham Morning Herald, Jan. 20, 1970, B1:1.
- ⁷ Durham Morning Herald, Feb. 15, 1970, D1:1.
- ⁸ Durham Morning Herald, Jan. 20, 1970, B1:1.
- ⁹ Durham Morning Herald, Jan. 28, 1970, A1:5.
- ¹⁰ Durham Morning Herald, Jan. 25, 1970, D10:1.
- ¹¹ Durham Morning Herald, Jan. 28, 1970, A1:1.
- ¹² Durham Sun, Jan. 18, 1971, B1:1.
- ¹³ Durham Sun, Jan. 3, 1971, C1:3.
- ¹⁴ Durham Morning Herald, Dec. 12, 1971.
- ¹⁵ Durham Morning Herald, Sept. 20, 1977.
- ¹⁶ Durham Sun, July 25, 1972, A1:5.
- ¹⁷ Durham Sun, February 21, 1973, B1:5.
- ¹⁸ Durham Sun, May 7, 1973, A1:5.

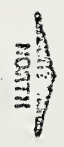


NOTE: THIS MAP DETAILS THE EXPRESSWAY AS IT WOULD APPEAR IF COMPLETE. CREST ST. WOULD BE REPLACED BY THE INTERCHANGE AT HILLANDALE AND THE EXPRESSWAY.



CREST STREET

CITY OF DUNHAM PLANNING DIVISION
SCALE: 1"=400'



PROPOSED NSA BOUNDARY

Although Crest St. residents began opposing the expressway in the early 1960's, formal opposition did not begin until a local neighborhood advocacy group, Carolina Action (C/A), came in to help organize an effective neighborhood government. The Crest Street Community Council was formed, and it was made up of elected neighborhood representatives with a President, Vice-President, Treasurer and Secretary.¹ Because of the low incomes of the neighborhood it was eligible for representation by the Legal Aide Society, and in April of 1977, the Community Council retained Legal Aide to represent the neighborhood in it's legal fight against the expressway.²

In June of 1977, Denison Ray, a lawyer with Legal Aide, represented the community before a City Council committee to protest the plan for a ramp connecting the proposed expressway and Fulton St. Ray noted that the proposed interchange would destroy two hundred homes. Carrol Pledger, Councilman, replied that such points had already been considered by planners, and that it was too late to stop the expressway.³ But by bringing their complaints into a City Council meeting, Legal Aide got the Crest Street issue in the major daily paper for the first time. At the following City Council meeting on June 6, 1977 Ray again represented Crest St., and argued that "too often highways go through low income neighborhoods." He further noted that the courts had stopped such highways in the past and hinted that Crest St. would not hesitate to take their case to court.⁴

Legal Aide later filed an administrative complaint with the Department of Civil Rights in regard to the planning and implementation of the work on the expressway. The DOT civil rights regulations state that intent to discriminate does not have to be proven, rather the regulations call for proving the effect of discrimination.

The complaint filed by Legal Aide argues the effect of discrimination based on two points. First, it cites the total absence of minority or female personnel on the DOT staff during the planning of the expressway and the current lack of females and minority persons in policy making positions within the State DOT. It also maintains that the effect of discrimination is evidenced by the fact that the expressway was routed through predominantly low income black neighborhoods. At the time of this writing, no decision had been reached by the Federal DOT Office of Civil Rights.⁵

The current Legal Aide Representatives, Alice Ratliff and Michael Calhoun, see their roles in working with the community as being within the larger context of being good lawyers. Beyond representing the community before the State DOT and other administrative and judicial proceedings they serve as advisors and aides to the activism of the community.

In response to a question about the participation of the community in the organization and activism of the Community Council, Ms. Ratliff's response was two-fold. First, there is a great deal of participation by the residents and second there is very strong local leadership. She stressed the point that one of the lifelong residents of the area had been active since the early days when the expressway was proposed, and her son is continuing the tradition by continuing to work on the day to day requirements of community organizing. Also, there are people whose incomes would allow them to leave the area who have chosen to remain in the neighborhood. One woman, an employment counselor, and another man, a career military man who now works for Duke, are part of a better educated and more articulate subgroup in the neighborhood. These people have a better understanding of how local politics works, of how to maintain an organization and how to promote their interests with the larger

numerous self-help programs through the Church and also serves
as an important leader.⁶ The residents are active and have
strong internal leadership. They also receive effective legal
and organizational support through the Legal Aide Society.
And their alliance with Carolina Action gives them political
support with other neighborhoods.

REFERENCES

SECTION III A Brief Organizational History

¹Durham Sun, Oct. 1, 1977, A1:1. Also, Interview with Sue Levy, Community Organizer with Carolina Action, March 7, 1979.

²Interview with Alice Ratliff, Lawyer with the North Central Legal Aide Society (formerly the Legal Aide Society of Durham) March 7, 1979.

³Durham Morning Herald, June 1, 1977, C1:7.

⁴Durham Sun, June 6, 1977, B1:1.

⁵Interview with Alice Ratliff.

⁶Interview with Alice Ratliff.

The federally funded Community Development Block Grant program requires citizen participation in the development of plans for spending CD funds. The existing CD citizen participation plan for Durham is one of the only ways that city residents can become involved in the planning process. From a neighborhood perspective, however, the plan has several shortcomings. Prior to spelling out these shortcomings the basic process is summarized below and the entire plan is attached (see Appendix A).

A Citizens Advisory Committee (CAC) has been the avenue for citizen comment on Durham's CDBG expenditures. This committee has a role of reviewing the CD program and making comments on proposals. It has a maximum of thirty members, all of which must be appointed by the City Council. Only ten of the members are required to be residents of the CD target areas, and only five can be on the CAC as direct representatives of existing target area neighborhood councils. Another five can come from the proposed target area neighborhood councils. One third of the membership must step down each year.

The CAC's responsibilities have been broadened for the upcoming year to include forming a Citizens Planning subcommittee (CP). This subcommittee will be charged with the responsibility of holding hearings in the target areas; offering technical assistance to neighborhood councils and soliciting proposals. The CP will also be charged with:

- a) formulating with the administration a citizen participation plan
- b) identifying CD neighborhood and housing needs
- c) identifying priorities for funding
- d) monitoring CD program activities

- e) evaluate CD program activities and submit evaluations to the CAC and the City Council

Throughout the year three public hearings are held with the finance committee of the City Council and a fourth public hearing is held before the entire Council. The format of the meetings is as follows:

- #1) Review of past program year
- #2) Citizen comment and proposals for upcoming year
- #3) Citizen comment on proposed CD plan
- #4) Citizen comment on final CD plan

These public hearings allow for citizen comment, and proposals that are submitted at this point are directed to appropriate city departments or City Council subcommittees for review.

Criticism

For genuine participation, and for building a personal commitment among residents to a neighborhood, it is essential that residents become well enough organized to go through a process of formulating their goals and objectives in a systematic fashion. People must sit down together and discuss their common problems and they must develop their own initiative for working on the problem. The neighborhood council is an ideal forum for this process. However, it takes a great deal of time and energy to develop an effective representative council. In low income neighborhoods, where such organization is less likely due to a lack of understanding and lack of experience, outside aide is required to help get the organization going.

The Durham CP (citizen participation) plan offers no staff assistance in developing neighborhood councils or in educating them in the complexities of planning.* Technical assistance in developing

*Informal, discreet advising does occur, but sometimes without the sanction or approval of the administration.

plans is only offered through the CAC which is itself volunteer and advisory. There is very little incentive for a council to formulate well thought out plans. Their recommendations go to a group which is itself only advisory to those actually doing the planning.

The plan also has a city-wide bias. The CAC is two-thirds city-wide. And the public hearing process is structured to benefit city-wide comment. As a result it is more difficult for neighborhoods to promote their plans and interests.

The final criticism of the CP plan is that it is a top-down initiative which in fact defers no power downward. Neighborhoods have had little or no say over the formulation of the plan and can only participate according to some guidelines handed to them. Under these circumstances the likelihood of involvement by the residents is very low.

There is simply too little incentive for people to make the investment of time and energy to become involved. What this structure is primed to do is to offer people an opportunity to let off some steam and complain about the CD program in a public forum. While this is a legitimate activity it is clearly limited and oriented more toward diffusing opposition than encouraging participation.

Neighborhood Planning and Crest Street

Several factors came together which allowed Crest Street residents to become directly involved in planning; the most important of which was the reshaping of the City Council. One council member, Bill Smith, was elected with the support of a liberal voting group and the aide of interest groups. Smith had been active in his own neighborhood association. After the election a vacancy occurred for the 5th Ward, the ward that encompasses Crest Street. The City Council

fills vacancies by appointment and Bill Smith was one of the Councilmen assigned to a committee to screen applicants and recommend an appointee. With the strong endorsement of Smith, Adrienne Fox, an instructor at Duke University Law School (and former staff member for Legal Aide), was put forward by the subcommittee. Fox managed to gain a majority vote of the Council (6-5) but was denied a seat due to a rule calling for a seven vote majority. Due to confusion in the City Charter on the meaning of majority, Fox sued for her seat. Meanwhile the City Council had set a date for making a public endorsement or rejection of the expressway extension, and the delays in resolving the Fox issue meant that Crest Street might not have a representative on the Council when the vote was made. The Crest Street residents and their supporters were heavily involved in the politics of the two decisions.

To avoid pitting the expressway completion against the Crest Street neighborhood, Councilman Wade Penny offered a compromise proposal to relocate the entire neighborhood as a single entity. He requested a feasibility analysis of such a project and invited the involvement of the residents in considering the alternatives.

In accordance with a proposal to get the neighborhood designated as a Neighborhood Strategy Area (a new HUD initiative in neighborhood revitalization) the City Planning Office was designing a CP plan that would advocate greater citizen involvement in the neighborhood.* This plan was immediately put into place so that the residents could become involved in considering the alternatives for relocation.

An interesting plan resulted from this process. The procedure for planning for relocation alternatives was broken down into two

*See attached Crest Street Citizen Participation Plan, Appendix B.

committees, the Task Force and Policy Committee. The Task Force was a technical advisory committee involving 4-6 Crest Street residents, their Legal Aide representative and three professionals (two planners and a CD Housing counselor). The Policy Committee was a more political committee made up of three City Councilmen, three Crest Street residents and one member of the CAC; this committee would be responsible for making recommendations on proposed alternatives to be submitted to the Public Works Committee of the City Council. This CP plan involved the local residents directly in planning and offered the kind of technical and political support necessary to engender genuine citizen participation in planning.

This process combined many features of planning that can truly enable a group to develop a plan: adequate technical assistance was provided by the placement of two planners on the Task Force. "Reality testing" would occur as soon as the City Councilmen on the Policy Committee reviewed the alternative proposed. However, the residents would have equal weight on this committee, and could thus challenge the Councilmen's opinions. The best feature of the plan was the ability of the neighborhood to have support for going through the entire planning process: goal setting, analysis, study of alternatives and plan selection. This enabled the neighborhood to work out a cohesive proposal, and allowed for the submission of the entire plan into the decision making process.

In an interview with a city planner who served on the Task Force I probed for how the Planning Office perceived its role in this process and how seriously it was concerned with citizen participation.¹ He replied that the Planning Office was sensitive to neighborhood concerns but noted that there was no formal process for gaining citizen input other than in CD programs. He also admitted entering into the process with Crest Street thinking that

"citizen participation was a farce." However, he reported that during the process of working with the Task Force he found that the community was well organized, that they knew what they wanted and that they did their homework between meetings. His role became one of providing technical assistance to the planning that the residents were doing.

Two different plans were worked on. One would provide for the relocation of the community if the Council decided to go through with the expressway, referred to as plan B. Plan A was a plan for rehabilitation of the existing neighborhood.

The planner found that the residents were clearly able to articulate their goals and to use the planners as resources for realizing those goals. The residents were in favor of staying in the neighborhood, but since the reason for staying was to retain their community ties they were also willing to discuss relocation alternatives that would accomplish the same end. The planners provided information about alternative housing designs and funding programs and also presented alternative sites for relocation. The residents chose the housing type and the funding sources that would preserve the owner/rentor mix that existed, and site design was made considering resident concerns for spatial useage and density. The planner reported that the residents were realistic about funding limitations and governmental regulations, and were able to work with the existing resources.

Plan B never matured beyond a general plan for funding and site location since the Council decision was made on the expressway prior to its completion. Plan A was also a general plan for rehabilitation using CDBG funds. After the Council decision, the CD staff requested of the neighborhood that it negotiate with the Crest Street

Community Council directly. The Community Council voted to drop the two committee system, and the CD office worked with the Community Council to finalize plans for rehabilitation. The CD office was not able to continue the two committee system because of limitations of staff. Neither it nor the City Planning Office had the personnel or organizational structure for continuing with the two committee process.

It is interesting to speculate about the ultimate quality of the plans had they been completed by the residents. As the proposals became increasingly technical it is likely that the staff would have become more active. However the process might have evolved, the important part was achieved: a partnership occurred in the process in which the residents were active in goal setting and analysis of the alternatives presented. The plans clearly represented the community's interest.

REFERENCES

¹At the time of this interview the City Manager of the City had passed around a memorandum stating that city staff was not to discuss Crest Street under any circumstances that could result in publication of their statements. The names of city staff interviewed have therefore been withheld.

Applicability

The Crest Street neighborhood was able to become intimately involved in planning for it's future. It provides an interesting case study because of the fact that it is a low income neighborhood that was able to participate in planning even though no prior structure existed for neighborhood input. The concern from a case study point of view is the degree to which the Crest Street experience could be replicated by other low income neighborhoods. There were a number of salient factors that came together for Crest Street that would have to be attended to by any low income neighborhood hoping to become involved in planning.

The most obvious factor was the existence of an outside threat to the community. This forced the community to become active and well organized. Crest Street was greatly aided by the existence of strong leadership within the community. As well, it is a well defined and cohesive neighborhood, both of which allow for building a solid organization.

In building their organization and in it's subsequent activism Crest Street had a great deal of support from other organizations. Carolina Action provided a model for organizing and allied the community with other neighborhoods organized by C/A. The Legal Aide Society has actively promoted the community's interest by making use of the local media, by getting the issue into City Council debates and by filing administrative legal actions. These organizations and other interest groups helped carry the issue into the political arena by appearing at public hearings en Masse and applying direct political pressure on elected officials.

The changes on the City Council in the '78 elections and the filling of vacant seats on the Council gained advocates at the

Council level for the residents.

It should not be overlooked that all of this was made possible by the existence of time in which to organize. The numerous delays on the expressway, most notably the ECOS law suit, provided for the necessary lead time to build organizational and political support.

The federal regulations requiring citizen participation also had an effect. They became points of leverage by which the direct participation of the neighborhood in planning was achieved.

Some of these factors would easily be replicated by another neighborhood, but others were specific to Crest Street and would have to be taken account of. These seem to me to be the following:

- time
- organizational support: C/A and Legal Aide
- political support: city wide alliances and advocates at the City Council level
- internal strengths: leadership and cohesiveness

Because of the importance of each of these factors, and for Crest Street, the fact that they all came together at one time, it is hard to imagine another low income community becoming involved in planning without a more formal citizen participation process. Crest Street had all of these things going for it and was able to become involved in planning. Whether another low income neighborhood could do the same is doubtful. The Crest Street Citizen Participation Plan provides a good model, and could be further developed into a formal structure for the ongoing involvement of low income neighborhoods in planning.

Comment

The poor of our society have been denied the economic benefits of our economy. As a result they suffer from a lack of opportunities

for education and job training. Through greater attention to their needs in the public sector it may be possible to overcome some of the disadvantages that they have suffered. One of the best ways to attend to their needs is to listen to what they have to say, and this can be achieved in part through encouraging their participation in the public decisions that effect their lives. For them to participate and for planners to learn better how the poor perceive their needs, a partnership needs to exist in the consideration of the alternatives that will have an impact on their lives.

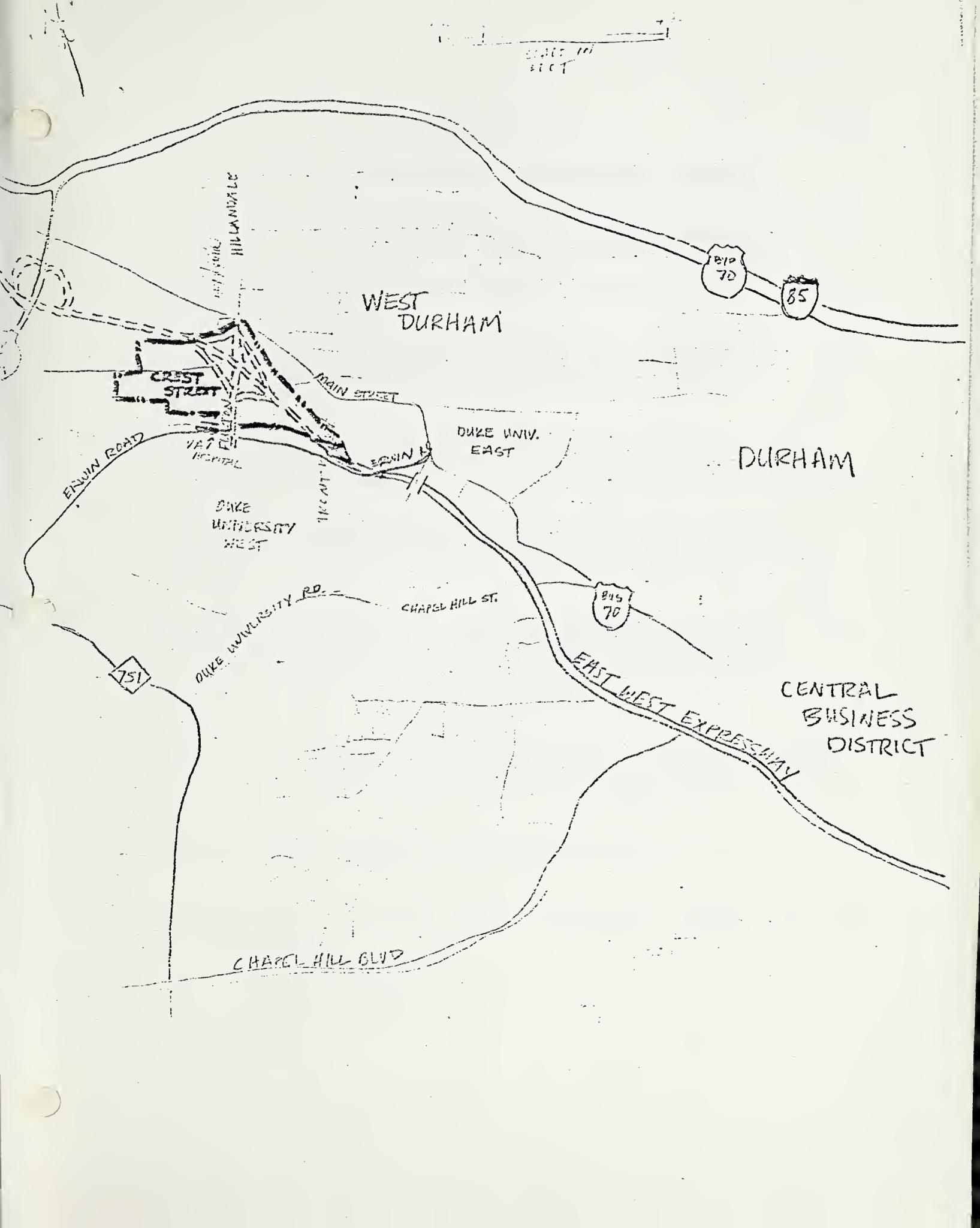
Research has indicated that for many low income persons the meaningful context of life is provided through the network of family and friends in the neighborhoods in which they reside. The space of the neighborhood can itself be a source of personal identity and belonging.

Neighborhood planning can provide a way for planners to understand better the needs of the poor and involve the residents in discovering and protecting their interests.

One of the aspects of neighborhood planning that this case study has brought to light is the extent to which planning is intensely political. That this is so is probably a revelation only to planners who have attempted to remove themselves from politics in the pursuit of objectivity and efficiency. Neighborhood participation in a formal planning dialogue is only one part of the efforts of the disadvantaged to achieve their own interests. By forming neighborhood councils, building political alliances, negotiating with planners and pressuring elected representatives the poor can gain some of the benefits of our society and economy, and as the Crest Street experience has shown, they must do so just to keep society from taking what they have. Low income neighborhoods should be encouraged to participate in

planning with the realization of the political nature of such planning, for, "the political role of neighborhood councils is one of their most important functions. Politics is the life-blood of democracy, an essential process for effective functioning of representative government.*"

*H.W. Hallman, The Organization and Operation of Neighborhood Councils: A Practical Guide, (New York: Praeger Pub., 1977), p. 133.



JUL 16 1985

APPENDIX I

Chronology of the Durham East-West Expressway Controversy

1960. Durham City Council and North Carolina State Highway Department agree on the need for a crosstown East-West Expressway in Durham.
1966. First leg of expressway is begun through a black business and residential community.
1974. Expressway, uprooting some white but mostly black neighborhoods, is completed from the Research Triangle Park east of Durham to within one-half mile of the low-income, black Crest Street Community (CSC).
1977. CSC rejects relocation offers from city and state officials; receives legal assistance from Durham Legal Aid program to save the neighborhood by opposing the expressway.
- February 1978. People's Alliance (PA) aligns with CSC and seeks other allies in a citywide white-black coalition whose purpose was to persuade city council to reverse its earlier positions and oppose the expressway.
- June 1978. PA position paper opposes expressway because of Crest Street destruction, but also because of increased intercity traffic and noise and air pollution, negative effects upon the city's tax base, the need to conserve energy, overstated traffic projections, and availability of more cost-efficient alternatives.
- September 1978. City traffic engineering staff study of expressway alternatives emphasizes road widenings, predicts need for 8 and 12-lane roads, doubts viability of bus and paratransit alternatives, and assumes energy shortage will not change transportation behavior of the Durham public.
- October 1978. Coalition for Expressway Alternatives (CEA), with 20 constituent groups, is formed. Pro-expressway support is mobilized by the Greater Durham Chamber of Commerce.
- October - December 1978. City council and state department of transportation (DOT) hold separate public hearings to elicit public response to the expressway proposal.
- February 1979. City council rescinds earlier support of expressway; requests alternatives study by state DOT.

(Continued on next page)

Chronology - continued

November 1979. A pro-expressway city council is elected by narrow margins in a hard-fought campaign; votes for expressway as its first official act.

January 1980. State DOT reports to city council that no alternatives to the expressway are acceptable, the CSC must be relocated, and expressway must be built. Final version of environmental impact statement to federal DOT is expected to include these recommendations.

February 1980. PA critiques the January 1980 state DOT report, arguing before the city council that the state report made fundamental technical errors in projecting Durham's traffic needs for the year 2000.

February 1980. Civil rights office of federal DOT tells state DOT of its preliminary ruling that expressway alignment through CSC places disproportionate burden upon blacks and is thus a violation of federal civil rights legislation.

March 1980. State DOT promises city business community that an alternative expressway alignment avoiding Crest Street is available, so that the federal DOT civil rights ruling will not jeopardize the expressway's completion. CEA members dispute state DOT, arguing that the expressway proposal may be dead, because no such alternate alignment can be easily drawn.

There was little controversy, apparently, over the need for or the wisdom of building the Expressway. No letters of opposition to the Expressway appeared in the papers. The mood was for "progress" and using federal monies to "uplift" the appearance and the attractiveness of Durham. Herald editorials called us a "nation on wheels" and wrote consistently in favor of the Expressway. The prevailing myth that freeways equal economic prosperity was espoused in an editorial comment that the East-West Expressway "will open Durham's midsection to new development avenues so vital to progress and prosperity". (Herald, 4/20/67)

4/26/66 Land acquisition for the Expressway right-of-way is approved and the initial money appropriated by the Public Works Committee of the City Council. There are no federal funds at present.

4/27/66 The federal government delays funding for the Expressway and the Urban Renewal Project #3 until the Umstead and Cornwallis housing projects are completed to provide housing displaced residents.

3/10/67 The Cornwallis and Umstead projects open 83 units, and federal money is forthcoming.

1966-1967 The Redevelopment Commission found that moving people from the Hayti neighborhood, for the Urban Renewal and Expressway projects proved difficult. 4/20/67 The Commission Relocation Committee encounters problems "preparing the residents mentally to accept relocation and cooperate." (Herald)

Resistance to relocation by area residents caused nearly a year's delay in letting bids for the Expressway construction. People were even moving back into vacated houses before they could be torn down. Redevelopment officials had to resort to evictions and eventually to property condemnations in order to clear residents from the Expressway right-of-way.

The housing projects are called "dumps", with a "concentration camp" atmosphere as residents protest being forced to live in public housing.

The words of Ben Perry exemplify the official attitude:

9/22/66 "It will take an all-out effort to make people understand they've got to move to make way for the Expressway."

"When people are offered decent, safe, sanitary housing, as the laws provide, they're just going to have to take it."

3/7/66 "Besides, it looks as if they'd be happy to leave, knowing that a modern housing development will take its place and give them a better chance to upgrade their living standards."

The United Organization for Community Improvement (UOCI) helped organize opposition to relocation practices. Black leaders, including Mickey Michaux, also protested the proposal for another "turn-key" housing project on Bacon St. The housing project rash was labelled an attempt to "ghettoize" blacks.

Specific objections were that people were being moved into sub-standard housing, some were not getting the needed help in relocating and there was widespread bitterness about being forced into public housing.

10/20/66 When asked by Howard Fuller whether a common-law husband who supports a family would be allowed to stay in public housing, Calvie Oldham, head of the Durham Housing Authority replied, "Immorality is not allowed in Public Housing."

Mr. Fuller suggests that programs be started to help poor people buy their own homes over long periods of time, instead of herding them into public housing. The suggestion prompts a favorable Herald editorial in support of the idea.

4/29/67 With 8 residents still holding out, the contract for the East-West Expressway eastern segment is let to the Muirhead Construction Co., and work begins soon.

1/18/66 Plans for an addition to the Jack Tar Hotel in downtown Durham are announced. Attitudes in the news are very optimistic about the revitalization of downtown.

10/16/67 300 delegates of the N. C. Recreation and Parks Society have a convention at the Jack Tar Hotel.

197_ The Durham Hotel, formerly the Jack Tar Hotel, is imploded and razed. Numerous business partnerships with plans to bring more commerce and shops to downtown dissolve with no success. Downtown as a retail center is written off as a lost cause as more and more stores pull out and move to the suburban malls.

While there was little or no protest from leaders in the Black community at the time the first leg of the Expressway was built, there was vocal protest from the white community in Hope Valley to the Southside By-Pass, the other major project being pushed in the late 50's.

4/18/67 The "Committee for An Alternate Thoroughfare Plan" make themselves heard at a third City Council meeting in opposition to the Southside By-Pass. One of the arguments made against inclusion of this highway in the overall thoroughfare plan was that sizable tax revenues would be lost through the elimination of "valuable residential housing."

2/6/68 Harland Bartholomew Co. completes the Durham Thoroughfare Plan (in 1967) and the City Council authorizes the Southside By-Pass as part of the plan, but gives the concession that the present location of the By-Pass route could be changed.

1978 The Southside By-Pass has never been built.

1972 The Environmental Impact Statement for the Chapel Hill St. to Erwin Rd. leg is completed and construction bids are let.

ECOS attempts to fight construction through the courts. While their attempts are unsuccessful and an injunction is not issued, the judge ruled that land acquisition for any further construction past Erwin Rd. could not begin until after the final Environmental Impact Statement is approved.

1974 The Expressway is completed from I-40 on the east (previously Rt. 54) to Erwin Rd.

- 1977 The Crest St. Community Council expresses active opposition to the proposed extension of the Expressway which would completely demolish their neighborhood. The Crest Street Council retains Durham Legal Aid to help fight legal battles.
- 1977 The "Stop the Expressway Coalition" begins to form as the Crest St. Community Council, Carolina Action, the People's Alliance plan together how to fight the Expressway. The Durham Voter's Alliance, the Sierra Club, and other groups soon lend their endorsement to the coalition.
- Jan. 10, 1978 The DOT holds a preliminary public hearing at the New Bethel Church on Crest St. The closeness, spirit, and longevity of this community become clear as residents speak out to save their neighborhood. People's Alliance members and other citizens present additional arguments against the Expressway.
- Feb. 16, 1978 The People's Alliance holds a public meeting to discuss the reasons for opposing the extension and invites City Council members to attend. The film Hayti is shown and the urgent need to prevent the destruction of another lower income black neighborhood is discussed.
- June 3, 1978 The Crest St. Fair is sponsored by the Crest St. Community Council. A demonstration at the end of the Expressway and a march into the Crest St. neighborhood culminate in the fair, with food, movies, games and speakers. Mickey Michaux, now U. S. District Attorney, proclaims his support of the Crest St. Community in its fight to stop the Expressway.
- June 12, 1978 The People's Alliance releases a 65 page study, entitled "A Case Against the Extension of the East-West Expressway", and presents copies to City Council members.
- June 21, 1978 A DOT/City Council sponsored public hearing is held on the Six Year Highway Improvement Program. After a procedural approval of the entire package, including the Expressway extension (this allowed for completion of the Environmental Impact Statement), a Herald article based on an interview with the DOT's Tom Bradshaw gives the impression that the Council has given its official approval to the Expressway project.
- July 5, 1978 At a City Council meeting, the People's Alliance speaks in support of Bill Smith's motion to establish a timetable for the Council's decision-making process regarding the Expressway extension. The Council votes unanimously to establish such a timetable, thus eliminating confusion about the official approval which has not been given.
- July 10, 1978 The Public Works Committee officially considers the People's Alliance position paper. The alliance requests a 6 week study of alternatives to the Expressway.

Aug. 7, 1978 The City Council mandates, by unanimous vote, a 6 week study of the non-expressway alternatives to be conducted by the City staff.

At the end of the study, the Traffic Planning Dept. will present their findings and recommendations first to the Public Works Committee and then to the City Council. If we feel that their estimation of the impact that para-transit alternatives could have on reducing traffic volume is too conservative, the People's Alliance will make a presentation to supplement their report. The City Council meeting when the Alternatives Study will be discussed will be a very important time to draw people out in full force!

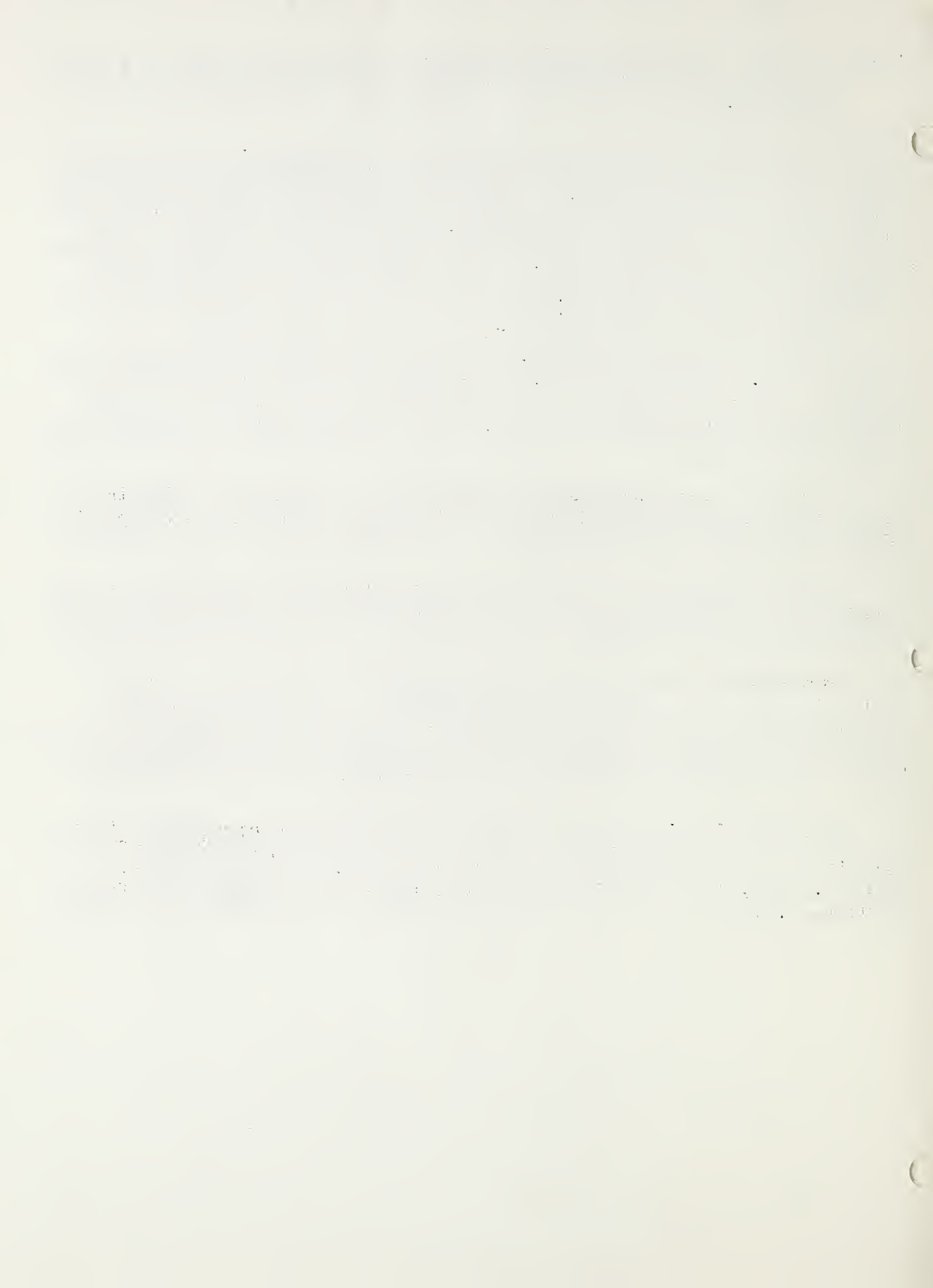
30 days after the completion of the Draft Environmental Impact Statement is released by the DOT, a public hearing will be held to get citizen input. The Draft E.I.S. is expected to be completed by mid October, or perhaps earlier. The Council has said that its decision will await the publication of the E.I.S., and will probably come after the public hearing.

IT WILL BE VERY IMPORTANT TO MOBILIZE MANY PEOPLE TO ATTEND THE PUBLIC MEETINGS THAT WILL BE HELD AT THIS TIME. Watch the newspapers, and we will try to get word out.

We will present our petitions showing citywide opposition to the Expressway extension before the City Council at some time during this crucial sequence of events.

ANNOUNCING **CANVASSING SATURDAYS** September 9th and 16th. After we have swept our own neighborhoods on our canvassing drive, we will meet in a large group on these Saturdays and go out in teams to cover the remainder of Durham. We should get good press coverage on these very visible days of our canvassing drive.

The final E.I.S. is not scheduled for completion until the Spring. Although this document must be approved before land acquisition can begin (as a result of the legal battle against the Chapel Hill St. to Erwin Rd. leg), the crucial Council decision will probably come after the Draft E.I.S.



Alternatives to the East-West Expressway Extension

Two transportation problems that face the city of Durham are 1) present traffic congestion in West Durham (which really occurs during a few peak hours of the day) and 2) the need to provide better access to Duke U., and the Duke/V.A. Hospital complex.

One solution that has been proposed would bring a huge highway through the "congested" area. (This might be called the "interstate solution".) The difficulty with this solution is that it creates many new problems in the process of trying to solve the original one. This is a local problem that calls for a local solution!

The local solution is actually many solutions. For it is only a plan which combines numerous transportation alternatives into a coordinated overall system that will offer a truly long-range solution to these transportation problems.

The many facets of any real solution fall into two broad categories: 1) an alternate route plan for West Durham and 2) the development of transit and para-transit alternatives to the single-passenger automobile which can operate effectively on this new route plan. We must develop convenient and attractive transit and para-transit alternatives if we are to begin to change the direction of our transportation future. Only by taking such steps to reduce the number of cars on the road can we insure that the alternate routes we lay out today will still be adequately meeting our needs 25 or 50 years after they are completed.

The following list of alternatives is the original proposal made in the People's Alliance position paper. The different elements of the plan will be presented in the two categories mentioned above, with a brief discussion of each of the two sections. In no way is this meant to be the only possible combination of alternatives.

ALTERNATE ROUTE PLAN

1. Erwin Rd. widened to four lanes from the present East-West Expressway terminus to Highway 751.
2. Main St. completed the last few yards to Hillsborough Rd., which would relieve congestion on Hillsborough Rd.
3. Hillsborough Rd. widened to four lanes from Highway 15-501 to at least Hillandale Rd. or Main St. Traffic signals could establish an additional incoming lane during morning rush hour, changing to an additional outgoing lane in the afternoon.

These were the road changes recommended originally by the People's Alliance. Another hopeful possibility would be to improve Pettigrew to identical standards with Main St., provide an access ramp from the

Expressway to Pettigrew St. (overpassing Erwin Rd.), and provide access to the hospital complex via Elba St. which would be widened to 3 or 4 lanes.

There are other possible road modifications that could be used. The important guiding principle to bear in mind is to lay as little new concrete as possible. In order to preserve the integrity of our inner city neighborhoods, it is imperative that we avoid creating new through corridors where none now exist. We specifically oppose any plan that makes Fulton-Hillandale a through connector.

Also, bike paths are defined as highways by the federal government and would be included in any far-sighted alternate route plan.

TRANSIT AND PARA_TRANSIT ALTERNATIVES

4. Increased car-pooling would reduce traffic volumes. Major employers could issue stickers which would allow carpoolers preferential parking spaces and reduced parking fees. Funds for promoting the Bull City Carpool Program should be augmented.

5. Van-pooling should also be initiated by the major employers and traffic generators. This ridesharing alternative has been instituted successfully elsewhere. Personnel in the Public Transportation Dept. of the DOT are promoting van-pooling in North Carolina.

6. Park-and-Ride facilities, with convenient bus service into the Duke area and downtown could significantly reduce traffic volume. Park-and-ride has been used successfully in Chapel Hill.

7. Additional staggering of shifts at Duke could have some impact in reducing rush hour congestion.

Not mentioned above is the more ambitious plan of vastly improving the entire bus system in Durham. Convenient bus service to more streets and neighborhoods would make riding the bus more attractive to people who now use cars exclusively.

The important thing to remember is not to limit ourselves in considering the alternatives. Sums comparable to the vast amounts of money which would be spent to build the Expressway are available to us as a city if we are determined to pursue them. Transferring highway funds for alternatives, or applying directly through the Urban Mass Transit Administration or the Department of Energy, would make ample money available to create a diversified transportation plan for West Durham or the entire city.

THE FEDERAL GOVERNMENT IS ENCOURAGING TRANSIT AND PARA-TRANSIT ALTERNATIVES TO THE CONSTRUCTION OF MORE URBAN FREEWAYS. They realize the energy and environmental limitations of the old "America on Wheels" mentality. Let us be bold and creative in imagining a new transportation future for the city of Durham. The money is there.

Cloud
outlet
3-1


CURRENT STREET SYSTEM IN WEST DURHAM AREA WITH SEVERAL ALTERNATIVES TO THE EAST-WEST EXPRESSWAY EXTENSION

1. WIDENING OF ERWIN ROAD
2. WIDENING OF HILLSBOROUGH ROAD
3. CONNECTING MAIN STREET TO
HILLSBOROUGH ROAD.

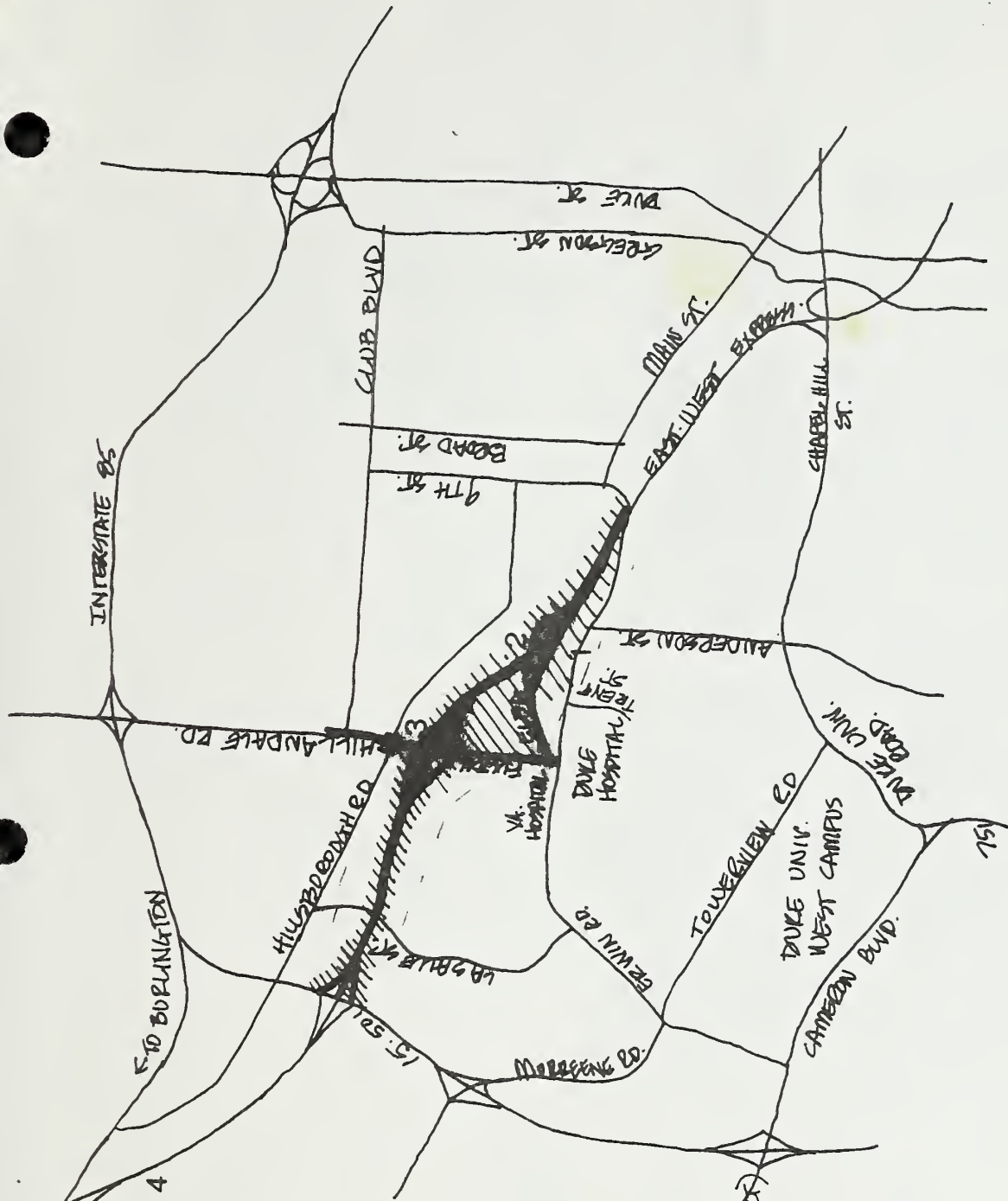


FOR MORE INFORMATION CONTACT 088-4506 OR 489-1356 OR 286-0209 OR 082-8962

PROPOSED EAST-WEST EXPRESSWAY EXTENSION (DARKER LINES)

 LIGHT-OF-WAY

1. WIDENING ERWIN ROAD FROM
CURRENT EXPRESSWAY TERMINUS
TO TRENT STREET.
2. INTERCHANGE CONNECTING
THE DUKE/VA HOSPITAL
PARKING DECK WITH THE
EXPRESSWAY VIA ELBA STREET.
3. FULTON STREET AND
HILWADALE CONNECTOR
4. PROPOSED FUTURE EXTENSION
FROM 15.501 TO 85.
(NOT INCLUDED IN THIS PROJECT)



FOR MORE INFORMATION CONTACT 0884504
4891356
286.0269
082.8962

